

**PUBLIC PARTICIPATION AND ACCOUNTABILITY SYSTEMS IN
DEVELOPMENT PROJECTS IMPLEMENTED BY KITUI COUNTY
GOVERNMENT, KENYA**

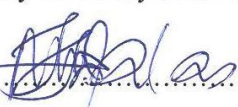
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**A RESEARCH PROJECT SUBMITTED TO THE DEPARTMENT OF APPLIED
ECONOMICS IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR
THE AWARD OF THE DEGREE OF MASTER OF ECONOMICS
(INTERNATIONAL TRADE & FINANCE) OF KENYATTA UNIVERSITY**

JULY, 2019

DECLARATION


This research project is my original work and has not been presented for award of degree in any university or for any other award.

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DEDICATION

This research project is dedicated to my family members

ACKNOWLEDGEMENT

I take this opportunity to thank God for his providence, for the wisdom and knowledge and strength to write this project. I also take the opportunity to acknowledge and thank my Supervisor, Dr. Perez Onono, for her enormous support, professional guidance and unfailing encouragement in undertaking this project. My gratitude also goes to other Kenyatta University lecturers in the School of Economics for their critical evaluation of the content of this project and wisdom imparted for the benefit of enhancing my knowledge

TABLE OF CONTENT

DECLARATION.....	Error! Bookmark not defined.
DEDICATION	iii
ACKNOWLEDGEMENT.....	iv
TABLE OF CONTENT	v
LIST OF TABLES	viii
LIST OF FIGURES.....	ix
ABBREVIATIONS AND ACROYNMS.....	x
OPERATIONAL DEFINITION OF TERMS	xi
ABSTRACT	xii
CHAPTER ONE.....	1
INTRODUCTION.....	1
1.1 Background.....	1
1.1.1 Public Participation in Project Planning and Management	1
1.1.2. Accountability in Project Planning and Management	4
1.1.3 Historical Perspective of Public Participation and Accountability System in Devolved Strategies.....	6
1.1.4. Profile of Socio-Economic Development in Kitui County.....	10
1.1.5 Development Projects Carried Out by Kitui County Government in Ikutha Sub- County	12
1.2 Statement of the Problem	13
1.3 Research Questions	15
1.4 Research Objectives	15
1.5 Significance of the Study.....	16
CHAPTER TWO.....	18
LITERATURE REVIEW	18
2.1 Introduction	18
2.2 Theoretical Literature	18
2.2.1 Accountability Theory.....	18
2.2.2 Arnstein’s Ladder of Citizen Participation.....	21

2.2.3 Project Management Cycle.....	26
2.3 Empirical Review	29
2.4 Overview of the Literature	32
CHAPTER THREE.....	34
METHODOLOGY	34
3.1 Introduction	34
3.2 Research Design	34
3.3 Theoretical Framework	34
3.4 Empirical Models	36
3.4.1 Models for Analysing Level of Public Participation.....	36
3.4.2 Models for Establishing Method of Public Participation	37
3.4.3 Models for Accountability.....	39
3.5 Definition and Measurement of Variables	40
3.6 Study Area	40
3.7 Target Population	40
3.8 Sampling Technique and Sample Size	41
3.9 Data Type and Source	41
3.10 Pilot Study	42
3.11 Data Collection.....	42
3.12 Data Analysis.....	42
CHAPTER FOUR	44
EMPIRICAL FINDINGS.....	44
4.1 Introduction	44
4.2 Response Rate	44
4.3 Summary on Data Collected.....	44
4.3.1 Frequency Distribution on Public Participation	44
4.3.2 Frequency Distribution of Responses on Methods of Public Participation.....	48
4.3.3 Summary of Responses on Indicators of Accountability systems in Development Projects	49
4.4 Level of Public Participation in Kitui County Development Projects	51

4.5. Methods of Public Participation in County Development Projects in Ikutha Sub-County	54
4.6 Adherence to Accountability Mechanisms.....	57
CHAPTER FIVE	62
SUMMARY, CONCLUSIONS AND POLICY IMPLICATIONS	62
5.1 Introduction	62
5.2 Summary.....	62
5.3. Conclusions	63
5.4. Policy Implications	64
5.5 Contributions to Knowledge.....	65
5.6 Limitations of the study and Areas for further Research.....	66
APPENDIX I.....	70
APPENDIX II.....	73
APPENDIX III	76
APPENDIX IV	78

LIST OF TABLES

Table 1.1: Human Development Index for Kitui County.....	10
Table 1.2 Human Development Indicators in Ikutha Sub-County	11
Table 1.3 Development Projects Done By Kitui County Government in Ikutha.....	12
Table 2.1: Conception of Accountability	19
Table 3.1 Project Management Cycle	37
Table 3.2 Methods of Public Participation	38
Table 3.3 Conceptualizing of Accountability.....	39
Table 3.4 Definition and Measurement of Variables	40
Table 3.5: Sample Size	41
Table 4.1: Responses on Public Participation at Different Stages of the Project Cycle	45
Table 4.2: Responses on Methods of Participation	48
Table 4.3: Responses on Indicators of Accountability systems	49
Table 4.4 Weighted Participation Score by Stage of Project and overall Score	51
Table 4.5: Summary of the Methods of Participation	55
Table 4.6 Summary of Weighted Accountability Score by Indicator	58
Table A.1 Model Structure for Public Participation Index.....	73
Table A.2 Computed Public Participation Index.....	75
Table A.3 Model Structure for Accountability Index	76
Table A.4. Computed Accountability Index.....	77

LIST OF FIGURES

Figure 2.1 Types of participation	22
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ABBREVIATIONS AND ACROYNMS

CDF	Constituency Development Fund
DDC	District Development Committee
DFRD	District Focus for Rural Development.
ECD	Early Childhood Development
ERS	Economic Recovery Strategy
GDP	Gross Domestic Product
HDI	Human Development Index
KIPPRA	Kenya Institute of Public Policy and Research Analysis
KM	Kilometre
KU	Kenyatta University
LATF	Local Authority Transfer Fund
MDG	Millennium Development Goals
MP	Member of Parliament
MTP	Medium Term Plans
PMC	Project Management Cycle
SDD	Social Dimensions of Development
SID	Society for International Development
TISA	The Institute of Social Accountability
UN	United Nations
WHO	World Health Organization

OPERATIONAL DEFINITION OF TERMS

Accountability	The process of acknowledging and accepting responsibility for actions, decisions and policies with an obligation to disclose, report, explain and answering for the resulting consequences of something done.
Accountability System	A set of clearly defined standards of an agency with valid reliable tests to rate how well they are met and an effective plan to evaluate and improve their effectiveness
County government	A semi-autonomous local government created by the <i>Kenya constitution (2010)</i> , to provide services such as health care, education, water and sanitation to a specified geographical region.
Public Participation	A deliberate, corroborative process of two way communication between those in authority and the governed; or between project implementers and project beneficiaries in order to get views and opinions of all stakeholders with an objective of achieving better and more legitimate decisions and making project implementation smooth and effective

ABSTRACT

Public participation not only gives the public the opportunity to air their views but also a chance to engage the government on matters that concern them most and influence policies to be undertaken, when, where and how they will be implemented. Accountability is an important tool in ensuring a government is responsive to the public. A responsible government not only explains the use of public resources to her citizens but goes an extra mile in ensuring its programs serve public interest. Decentralization strategies like District Focus for Rural Development, Local Authorities Transfer Fund and Constituency Development Fund, were established to enhance public participation and accountability. They however achieved little in realizing these objectives. Devolution was established by the *Kenya's 2010 Constitution* to institutionalize mechanisms that can help in actualizing Socio-economic development. It set mechanisms specifically to address challenge of funding, public participation and accountability. With these mechanisms, Kenyans had high expectations on devolution. However, they were dismayed by the facts on the ground which depicted otherwise. Several reports by government agencies; auditor-general, Controller of Budget, Commission by Revenue Allocation have all shown that most of the projects implemented by the county government are either unfinished or improperly implemented; and are either unutilized, or underutilized or simply 'white elephants'. This raised questions whether projects implemented by county governments follow public participation and adhere to accountability systems as required. Studies done to analyze public participation and accountability systems majored only on devolved funds. With its first phase that ended in 2017, it was necessary to investigate whether the county government adopted public participation and accountability mechanisms in the 2013-2017 period. This study analyzed public participation and accountability systems on development projects implemented in Ikutha Sub-County by Kitui County Government. The specific objectives were to establish the level of public participation, to determine methods of public participation, and determine the level of adherence to accountability systems on development projects. The study employed descriptive research design. Primary data was collected through schedules under purposive sampling techniques across the sub-county. The data was analyzed both quantitatively and qualitatively. The study found that the level of participation was 39.22 percent, which indicates a very low level of participation. It also found that Kitui County government used less effective methods of non-participation and tokenism in public participation. The finding that the level of adherence to accountability systems was 58.73 percent indicates that projects implemented by county government did not fully adhere to accountability systems. The study concludes that there is low level of participation, participation methods used are the less effective methods of non-participation and tokenism and that the level of adherence to accountability systems is average. This study recommends that the county governments should improve the level of participation by ensuring the public are involved adequately in all the stages of project; use the most effective methods of public participation; and increase adherence to accountability systems set.

CHAPTER ONE

INTRODUCTION

1.1 Background

1.1.1 Public Participation in Project Planning and Management

In political terms, public participation is not only a principle of good governance but it may be termed as a right. It is aimed at giving the governed the freedom to choose alternatives and influence the decisions that affect their lives in one way or another (United States of America's Environmental Protection Agency, 2012). Indeed, the Kenyan constitution places public participation at the center of project implementation. The constitution makes it a must for the public to be involved in every project (Republic of Kenya, 2010)

In a meaningful public participation, information is gathered from a wide range of stakeholders, the different views and concerns are then analyzed fairly (to ensure inclusion as much as possible) and a decision made objectively. The decision is then communicated to the people and an explanation made to them on how the diverse views were considered and decision arrived. The issue here is to balance among the many views and concerns raised and ensure as many people as possible come on board to support the decision. Public participation is not a single event; it requires regular public engagements to ensure public input is sought at every stage of project implementation (United States of America's Environmental Protection Agency, 2012).

The post independent Kenya Government has all along desired high quality of life for its citizens. In this desire, the government changed tact in 1970s from centralization policies and started implementing decentralization programs. This was mainly to bring

government closer to the people in order to increase public involvement and improve on accountability of government programs. As a result, decentralization strategies like District Focus for Rural Development (DFRD), Local Authorities Transfer Fund (LATF) and Constituency Development Fund (CDF) were established. These programs had public participation and accountability mechanisms, but they failed in actualizing them adequately and therefore had minimal impact on improving Socio-Economic development level (Kimani, Nekesa and Ndungu, 2009; Kiroli, 2015). This led to enactment of new constitution in 2010 with county governments structured to be avenues for public participation and accountability

The constitution emphasizes citizen involvement in county government projects in order to enhance good governance and realize sustainable socio-economic development. The constitution stipulates that county governments should engage the people to understand their local needs and then involve them in identification of the appropriate projects that will solve these needs. The public is then involved in the planning and implementation of the project. The local people are supposed to provide local materials for the project, provide labor and be part of the committee monitoring implementation and evaluation of the project. This will result to better projects which are more acceptable to the citizens and which meet the local needs (Republic of Kenya, 2010).

Citizenry involvement is a fundamental ingredient in good governance. It is required in implementation of projects in Kenya, if Kenya is to realize sustainable socio-economic development. It's very essential in county government's projects as it ensures that county governments only implement the projects that impact on local people's life, their

implementation is smooth and to the benefit of the public. The constitution gives an elaborate framework on public participation in order to address the challenges which were experienced earlier by other devolved strategies. It's the lack of genuine public participation which made programs like District Focus for Rural Development (DFRD) collapse and fail to achieve socio-economic development ((Nyamboga, Nyamweya, Sisia and Gongera 2014)

To make Public participation effective and achieve its desired objectives, the county governments must have the willingness and ability to engage the public on project planning and implementation (United States of America's Environmental Protection Agency, 2012). The public on the other hand, must have the capacity to participate in decision making process effectively. Moreover, public participation will be deemed effective only when citizen views and opinions are factored in the decisions made and when the public input is considered in influencing the projects implementation (United States of America's Environmental Protection Agency, 2012)

Public participation should also have clear defined goals for the public and the government. It requires clear defined structures showing who participates in what, when, where and how. It should also ensure inclusivity and fair representation of all stakeholders to get wide range of perspectives (National Consumer Council, 2011). It needs free flow of information from both sides; sufficient resources to facilitate the whole process; capacity for both sides to engage one another; an environment of trust, integrity and respect among participants; a genuine belief in the process; and a complete transparency and honesty from both sides. When these conditions are strictly followed,

public participation is a golden opportunity to make better acceptable decisions. If implemented well, it results into powerful better projects, which addresses key community issues and resolves complex challenges and develops long term solutions for societal problems. The time, efforts and resources are worthy investing as the dividends are sweet! It results in a better public service delivery, a cohesive society and creates a thriving democracy which guarantees sustainable Socio-economic Development to the Nation.

1.1.2. Accountability in Project Planning and Management

Accountability requires laid down procedures, regulations and mechanisms, as an absence of them is depicted as lack of accountability (Vance, Lowry and Eggett, 2015). An entity should be made aware of these procedures and know its actions are monitored and will be required to give an account because people behave well when they are being watched. There are several types of accountability. Political accountability entails government, government institutions, politicians and civil servants answering for their actions and deeds (Vance *et al.*, 2015). A government can be voted out, politicians rejected during elections, government institutions sanctioned and civil servants sacked. In a more democratic society, the primary accountability mechanisms are built in citizen power where electorates hold their leaders accountable through regular elections. The civil society and professional groups holds a vital role in pushing for government accountability and ensuring public interest is guaranteed both at the policy making and policy implementation (Vance *et al.*, 2015)

Ethical accountability demands that certain principles and practices be followed by a professional society, an institution, an academic field, or within an organization with an aim of ensuring a certain standard of professionalism is maintained internally and externally. Administrative accountability requires employees in an organization or civil servants to first behave in certain ways, maintain internal norms, rules and regulations against which the performance is judged. Regulatory accountability is where a regulatory body or authority requires industry players to adhere to certain norms and follow laid down procedures in order to create order and sanity in the industry and guarantee public interest (Vance *et al.*, 2015)

Accountability can be either understood in two aspects, either as a virtue or as a mechanism. In the first aspect of virtue, it is seen as good quality of behavior where by an individual portrays willingness to take responsibility for his actions. This is very desirable for public officials and is common in big democracies where public officials often take responsibility for commission or omission of their subordinate staffs. Accountability as a mechanism is seen as a potential obligation for an individual to account for his actions to an authority which passes judgment for actions or decisions made and subject the individual to potential consequences for his deeds (Tetlock and Learner 1999).

Public accountability is a mechanism which the citizens use to judge the performance of their government. Public accountability as a concept can also be explained by Principal-Agent theory, whereby principals (Citizens) entrust agents (government officials) to manage public affairs on their behalf in what is commonly known as social contract. In

this arrangement, the agent is supposed to act according to the wishes of principals and also for the best interests of the principals. The agent is therefore supposed to account for actions taken to the principal and face consequences for the outcome of the decisions (Gailmard, 2012).

Accountability is a key concept in advancing good governance in government or public affairs. It ensures efficiency and effectiveness in service delivery to the citizens. Even though having a lot of bureaucratic control may be sometimes deemed as being accountable, accountability should actually extend beyond 'law abiding' and aim at meeting public interest. Meeting public interest should be the highest measure of accountability. In developed democracy, governments are judged on the basis of meeting public interest. A government exists to serve its people and not to follow rules. Rules are just guidelines to help in achieving this objective. A government would be deemed accountable if it has followed the rules, served public interest and exceeded public expectations

1.1.3 Historical Perspective of Public Participation and Accountability System in Devolved Strategies

Kenya's socio-economic development goal is to ensure her citizens enjoy a high quality of life. This objective has been depicted, since independence, by several development strategy papers like sessional paper No 10 of 1965 and the Basic Needs approach of 1973. However, in 1970s, the government realized that the strategies were becoming ineffective in achieving this goal and therefore changed tact and started decentralization

programs with an aim of, first bringing government closer to the people and secondly, to ensure equity in allocation of resources (Nyamboga, *et al.*, 2014)

In 1983, District Focus for Rural Development (DRFD), a decentralized development planning strategy was launched with a purpose of developing rural economies and promoting national economy and industrial growth. The policy's aim was to shift planning, implementation of government policies and programs from the central government to districts and thereby stimulate rural development and socio-economic development. The policy encouraged people involvement in problem identification, prioritization, planning, resource allocation and projects implementation. This initiative also wished to equitably allocate resources across the country and raise income levels at the less developed regions (Oyugi, 1985). DFRD aimed at making districts autonomous in preparing annual development plans. It established District Development Committees (DDCs), which comprised District Commissioners, Divisional Officers, Chiefs, Members of Parliament (MP), Councilors, and local leaders like church leaders to plan on behalf of the district. The DDCs were to prepare developments plans based on the local needs and sent the plans to the central government for approval and release funds for the projects (Kiroli, 2015). The success of DFRD was minimal because politicians influenced the plans against wishes of other stakeholders. Lack of accountability, minimal logistical support and ineffective supervision led to non-implementation of the scheduled projects and stalling of the projects and the policy therefore, failed in stimulating socio-economic development as anticipated (Omiti, Owino, Otieno and Odundo 2002).

In 1999, the government introduced new program of transferring funds to local authorities in what was called Local Authority Transfer Fund (LATF). The main aim was to ensure Local Authorities and Municipalities had enough funds to undertake local services and improve on socio-economic development areas like basic education, health services, water and sanitation, trade and business licensing and other essential services. The national government allocated money and disbursed equitably to Municipals, town council and County councils through Ministry of Local Government since locally generated funds could not fully finance their operations. The transfer increased local authorities' revenue and more funds were devoted to local development needs and this impacted positively on socio-economic development. Municipal primary schools were constructed, access to water services and sanitation improved, local roads and bus parks constructed and maintained, health care centers and dispensaries constructed and stocked with drugs, municipal houses constructed and social welfare programs started to benefit the poor. However the funding to the program was inadequate and the program lacked water tight accountability measures to ensure efficiency and effectiveness. Even through this program didn't achieve much as expected because it was urban centered, it continued up to 2013 when devolution was ushered in (Otieno, Odundo & Rambo, 2010)

The Constituency Development Fund (CDF) was another initiative, introduced in 2003 and is still in effect to date. It provided a framework where MPs would undertake projects in their constituencies based on the local priority needs of the people and hence bring socio-economic development to the remotest parts of the country (The Institute of Social Accountability [TISA], 2009). Initially, the fund was allocated 2.5 percent of

Government ordinary Revenue but thereafter, the law was changed to increase its allocation to 7.5 percent (Kenya Institute of Public Policy Research Analysis, [KIPPRA], 2010). CDF became very popular because of the transformations it brought to the rural areas. Through the years, it was able to establish health facilities, schools, help poor students through bursaries, improve infrastructure at the lowest level. Its success, however, has been hindered by lack of accountability, missed priorities, mismanagement of resources and partisan politics at the constituency level (Kimani, *et al.*, 2009).

The Constitution of Kenya, enacted in August 2010, established two levels of government: National and County Governments. The constitution set up 47 Semi-autonomous Governments to act as conduits for socio-economic development in all the areas (Republic of Kenya, 2010). The constitution came up with elaborate measures to address the challenges of funding, public participation and accountability, which were experienced by the earlier versions of decentralization. The national government is tasked with several functions among them tax collection. The collected government revenue is then shared between national government and county government as advised by Commission on Revenue Allocation. Public participation was made a mandatory in formulation of policies and programs. The constitution strengthened the county assemblies as oversight institutions and set up other accountability mechanism to ensure county governments are effective in their mandate (Republic of Kenya, 2010). The key question is on whether the county governments are practicing public participation and

ensuring adherence to accountability systems as required in the implementation of their development activities

1.1.4. Profile of Socio-Economic Development in Kitui County

Kitui County is the sixth largest in Kenya in terms of size and covers 30,496.5 square kilometer of land area. The county had a population of 1,012,719 consisting of 531,427 females and 481,282 males and was projected to have a population of 1,108,515 in 2017(Republic of Kenya, 2014). In terms of Human Development Index (HDI) the information is presented in the table 1.1

Table 1.1: Human Development Index for Kitui County

National and County HDIs HDI	Life Expectancy (Years)	Literacy Levels (%)	School Enrolment Rate (%)	Poverty Index (%)
County Level	58.9	63.2	72.3	63.5
National Level	56.6	71.4	70.5	45.9

Source: Republic of Kenya, (2014)

Table 1.1 shows that the County had a higher Life expectancy and School Enrolment rate as compared to the national level but much lower Literacy levels as compared to the national level. The county is characterized by high poverty levels as residents cannot meet most of the basic needs. The County has a high poverty incidence of 63.5 percent as compared to the national level of 45.9 percent. Poverty is a major challenge to the county administration and it manifests itself in form of illiteracy, hunger, malnutrition, poor or lack of shelter, and inability to access essential services such as basic health, education, water and sanitation (Republic of Kenya, 2014)

Ikutha Sub-County is one of the Sub-Counties in Kitui County and among the two which form Kitui South Constituency and it comprises three wards: Athi, Ikutha/kasaala

and Kanziko/simisi, and comprises of 21 county villages. The sub-county headquarter is at Ikutha town and comprises of three divisions and 26 locations. The area covers 1,807.2 square Kilometers and borders Kibwezi west to the south, Tsavo East national park to the East, Mutomo Sub-county to the north and Kitui rural sub-county to the West. It's generally a Semi-Arid area with high poverty levels just as the whole Kitui County (Republic of Kenya, 2014). In 2013, the total population was 77,510 people distributed among 13,841 households (Republic of Kenya, 2013). The residents' main source of water is rivers, which are mostly seasonal. The sub-county has one public hospital, four health centers and 15 dispensaries. Available statistics indicate that in 2013, life expectancy was 58.9years, literacy level was 63.2 percent and povrrty index was 63.5percent. The general statistics are as shown by Table 1.2 that follows

Table 1.2 Human Development Indicators in Ikutha Sub-County

Development Indicator	Statistic
Life Expectancy	58.9 years
Literacy Levels	63.2 %
Poverty Index	63.5 %
School Enrolment Rate	72.3 %
ECD Enrolment	89 %
Primary School Enrolment	87.2 %
Secondary Enrolment	68.3%
Primary Teacher/Pupil Ratio	1.43
Children Vaccination	80.2%
Doctor-Population Level	1:70,862
Nurse-Population Level	1:2652
Average Distance to a Health Facility	14.8km
Households with Latrines	53.2%
Average Distance to a Water Point-	10.2km

Source: Republic of Kenya, (2013)

As shown in Table 1.2 the District has low HDI, inadequate education facilities, few health facilities and is faced with challenges in access to clean drinking water within an appropriate distance. Despite the county government doing more than 200 projects in the Sub-County, the situation has not improved much.

1.1.5 Development Projects Carried Out by Kitui County Government in Ikutha Sub-County

The county government implemented more than 229 projects in several sectors spread across the three wards as at April 2016 as shown in the table below.

Table 1.3 Development Projects Done By Kitui County Government in Ikutha

Sector/Ward	Athi	Ikutha/Kasaala	Kanziko/Simisi	Total
Education	30	19	14	53
Water	18	12	10	40
Trade	14	11	7	32
Agriculture and Livestock	14	9	6	29
Infrastructure	10	10	8	28
Health	7	8	6	21
Others	13	9	4	26
Total	96	78	55	229

Source: The Kitui county government, 3-years score card, Athi ward; The Kitui county government, 3-years score card Ikutha/Kasaala ward; and The Kitui county government, 3-years score card Kanziko/ Simisi ward, (2016)

As table 1.3 shows, most of the projects were in the education sector at 53, with Construction of Early Childhood Development centers being the main projects carried across the wards under this department. Water projects closely followed at 40, where construction of earth dams being the main projects. Construction of market sheds and *bodaboda* sheds were the main projects under trade and co-operatives. Agriculture and

livestock had 29 projects; infrastructure had 28, while projects under health care were 21 and 26 projects were constructed under the other departments.

1.2 Statement of the Problem

Public participation and accountability are critical ingredients of good governance. They are very important in ensuring that a government is responsive to public interest. They play a major role in building a cohesive society where fundamental basic rights are guaranteed. Public participation and accountability are vital in creating an environment that can realize Socio-economic development for all people. In 2010, a new constitution was promulgated in which 47 county governments were established. The constitution entrenched devolution and institutionalized it with an elaborate framework of public participation and accountability. Public participation and accountability were made mandatory in implementation of projects by county governments in order to address the challenges of previous decentralization programs. With these measures, Kenyans had high expectations that devolution would realize the elusive socio-economic development. However, reports from several government agencies; Auditor-general, Controller of Budget, Commission on Revenue Allocation, and Public Accounts and Investment of Senate showed that most projects implemented by county governments were unfinished or poorly implemented; and were either unutilized or underutilized. This raised questions whether these projects were implemented in strict adherence to the required mechanisms of public participation and accountability systems. With this scenario, an investigation was required to find out whether projects implemented in the early phase of devolution from 2013-2017 had

incorporated public participation and if so what methods were used, and whether accountability systems were adopted

Earlier studies on public participation and accountability systems in Socio-Economic development projects in Kenya were focused on devolved funds. Wamugu and Ogolla (2017) on a study on role of stakeholder's participation in performance of CDF projects in Mathira Constituency found that stakeholder participation was very crucial especially at the initiation stage of a project. Mukabi, Barasa and Viola (2015) established that devolution had increased stakeholders participation on development. Simiyu, Mweru and Omete (2014) found that devolved funding played important role in improving socio-economic aspects of the citizens in the local areas of Kimilili Constituency and recommended improved accountability in management of the funds to make them more effective. Kariuki and Misaro (2013) found out that public participation as well as transparency in Socio-Economic development projects in Ol kalau constituency was low and recommended that CDF projects should be harmonized to local development needs and local citizens be involved in their planning. In Turkana County, Ariko (2012) established that people wanted to be given mandate to drive devolution and recommended that local people should be consulted on priority needs to ensure development. Generally, the previous studies' findings are inadequate in providing knowledge on public participation and accountability systems by County governments. The studies reveal low participation in projects implemented before introduction of devolution, they have not analyzed methods used in involving the public as well as the accountability systems used in the context of each project. This necessitated the need

for further research to analyze public participation and accountability systems on County government projects. This study analyzed public participation and accountability systems on development projects implemented by Kitui County government in Ikutha Sub-County.

1.3 Research Questions

The study was guided by the following research questions:

- i. What is the level of public participation in development projects implemented by County Government of Kitui in Ikutha Sub-County?
- ii. What are the methods of public participation in development projects implemented by County Government of Kitui in Ikutha Sub-County?
- iii. What is the level of adherence to accountability systems in development projects implemented by County Government of Kitui in Ikutha Sub-County?

1.4 Research Objectives

1.4.1 General Objective

The main objective of this study was to analyze public participation and accountability systems in development projects implemented by County government of Kitui in Ikutha Sub-County.

1.4.2 Specific Objectives

- i. To determine the level of public participation on development projects implemented by County government of Kitui in Ikutha Sub-County

- ii. To establish the methods of public participation on development projects implemented by County government of Kitui in Ikutha Sub-County
- iii. To determine the level of adherence to Accountability Systems on development projects implemented by County government of Kitui in Ikutha Sub-County

1.5 Significance of the Study

The findings of the study are useful to the Kitui County Government and other government agencies in drafting policies which can improve public participation and increase accountability in order to increase efficiency and effectiveness of devolution. The study is also useful to Scholars and academicians to undertake further research in public participation and Accountability systems. It can also be used as reference in the future endeavors in public participation and accountability systems

1.6 Scope and Organizations of the Study.

The study analyzed public participation and accountability systems on socio-economic development projects implemented by the county government of Kitui. The study was based on a purposive sample of respondents from Ikutha Sub-County of Kitui County. It investigated only projects implemented by Kitui county government in Ikutha sub-county and only on the aspects of public participation and accountability.

This report is presented in five chapters: chapter one gives background of the study, the statement of the problem and research objectives. Chapter two provides literature review with relevant theoretical and empirical literature reviewed. Chapter three describes the research methodology followed including research design, theoretical framework, definition and measurement of variables as well the data sources and analysis. Chapter four presents the finding of the study while in chapter five focus is on the Summary of the study, conclusions and policy implications of the study findings

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter presents the theoretical review of public participation and accountability systems in projects. It discusses theories that explain public participation and accountability systems and tries to connect these theories to the current study. It then gives empirical information available regarding analysis of public participation and accountability system on development projects by county governments in Kenya. Lastly the chapter gives an overview of the reviewed literature

2.2 Theoretical Literature

Public participation and accountability are wide concepts and to understand them clearly and expound further on the current study. The study concentrated on two theories: Accountability theory and Arnstein Ladder of citizen participation.

2.2.1 Accountability Theory

This theory was developed by Tetlock, and Learner (1999). It underlines that a person or an entity will have to explain his/her behavior to another person or entity. It's founded on the word 'accountability' which means 'a process whereby a person will have a potential duty to explain his actions to another person who may pass judgment on him and administer consequences, positive or negative' (Vance *et al.*, 2015). The theory explains that a person will have to give an account on why a certain action was done and justify it, and since there are consequences, will act in a manner to avoid

negative consequences. It emphasizes that a person making decisions will have to think deeply about the consequences and make decisions which are deemed correct.

The theory was later expanded by Koppell (2005) and introduced five important dimensions: Transparency, Liability, Controllability, Responsibility and responsiveness as shown in table 2.1

Table 2.1: Conception of Accountability

Conception of Accountability	Key Determination
Transparency	Revealing all facts about a project
Liability	Project implementers facing consequences for their actions and decisions
Controllability	County government implementing projects demanded/requested by the citizens
Responsibility	Rules and regulations were strictly followed during project implementation
Responsiveness	Project met citizens expectations and citizens are happy for the project

Source: Koppell (2005)

The first two dimensions are the setting of foundation of accountability. Transparency dimension means revealing the facts of the project performance; it emphasizes that the government should be transparent and open itself to regular inspections, pass information about its projects and grant access to the public on its processes. A government that reveals all facts about a project; project design, time frame of implementation, the cost and the financing, its expected impact and evaluation mechanisms, is deemed to be transparent. The element of transparency is therefore measured on the level of revelation of all this information to the public

Liability dimension means that the implementer will face consequences for the outcome of the program; rewarded for good work and punished for mistakes committed/omitted. The principle with this dimension is that accountability does not end with just revealing performance information but rather consequence is attached with a reward for success and a punishment for poor performance. Government officials in charge of a project face consequences for the outcome of the project. Elected officials who are deemed to have performed well are re-elected with non-performers voted out. The non-elected officials are promoted or given bonuses while others are sacked and charged in courts in cases of serious unaccountable cases (Koppell, 2005).

Controllability means doing what was demanded by people. This dimension uses the notion that a government is controlled by citizens and should implement policies and programs as dictated by the citizens. A government should do the will of the people. The county government therefore should implement the projects requested by the people. If the county implements the projects requested by the people, then it is deemed to have adhered to this dimension (Koppell, 2005)

Responsibility shows whether the rules and regulations were followed; government officials should not only be constrained by the controllability but also by existing laws, rules, regulations and norms. In this dimension, government officials are required to obey laws, adhere to regulations, observe professional moral standards and follow internal processes. This dimension is measured on how the county government followed the laid down procedures, rules and regulations, and the relevant laws in project implementation (Koppell, 2005)

Responsiveness means meeting the expectations of the project. It addresses the question on whether the government met public expectations. Any government worth its salt should be able to meet public expectation and always serve public interest. A government's cardinal rule should be to meet and exceed public expectations whether implementing projects or providing a service. It was therefore paramount to know whether the county government projects met the public interest.

All these dimensions enable government to be accountable in all aspects as the dimensions complement each other in auditing the project right from conception to the last stage of evaluation. At the end of each cycle of the project, a question must be answered about accountability and a project will be successful in realizing its objective if it has met the entire accountability dimensions (Koppell, 2005).

Devolution is a panacea of improving service delivery to the citizenry. Governments adopt devolution mainly to increase efficiency and accountability. Accountability is one of the underlying reasons why devolution was established since it aimed at bringing government closer to the people for closer scrutiny. The study used the five dimensions of the theory in evaluating accountability of the projects. Projects were evaluated on each dimension and then an overall score based on the scores for all the five dimensions was generated to rate adherence to accountability systems

2.2.2 Arnstein's Ladder of Citizen Participation.

This is a concept developed by Arnstein (1969). The concept sought to explain the citizen's participation in governance, projects and community programs. Participation

of the citizens in government is the cornerstone of democracy. The concept stresses that participation by the citizens is an equivalent of citizen's power. It emphasizes that distribution of power enables those not in political power or authority to give their ideas and views and influence decision-making and policy issues.

Arnstein (1969) developed a ladder to further explain the citizens participation and classified community participation in eight methods, each depicting the level of participation as shown in Figure 2.1.

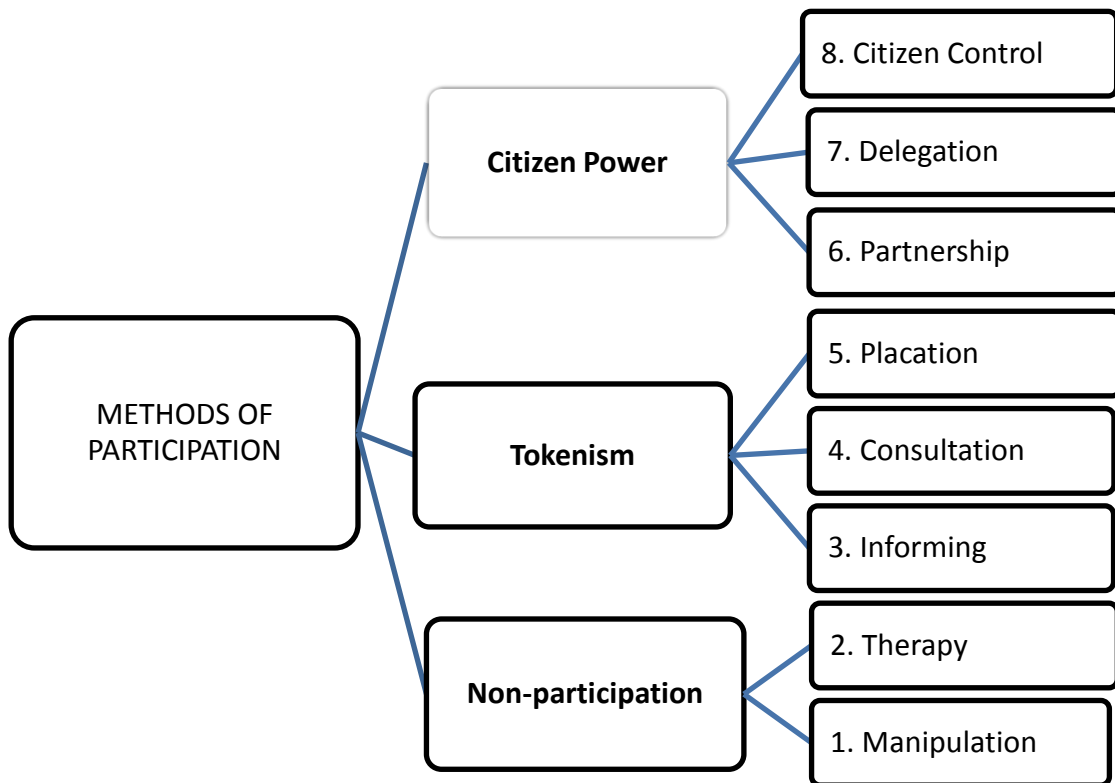


Figure 2.1 Hierarchy of Methods of Participation (Arnstein, 1969)

1 Manipulation: This is the lowest level of participation and it's basically a public relations exercise. Public are put in committees where they don't participate at decision

making and their voice is rarely heard, they just rubberstamp government official's decisions. The underlying fact on this level of participation is that power holders are geared towards educating the people, advising, persuading and soliciting for their support (Arnstein, 1969)

2. Therapy: This is the second, although masked a community participation is the same as manipulative. People are not given room to participate and information is passed to the public on already planned activities (Arnstein, 1969).

3 Informing: This is the first genuine step of participation, however, its one way communication; from government officials to the citizenry. There is no feedback and no power for negotiations hence little influence on the policy or implementation (Arnstein, 1969).

4 Consultation: Power holders are consulting the citizens, they are inviting for people's opinions but still no guarantee that their views will matter in decision-making. This consulting is most of the times for administrative compliance

5 Placation: At this level, people are given an opportunity to advice and plan but the advices can rejected by those in authority and especially technical experts. The technical experts present the project in persuasive manner and lobby for its support using their advantage of their technical expertise

6 Partnership: Power is redistributed to citizens through negotiation between citizens and power holders. Responsibilities of Planning and decision-making are shared, for example through joint committees.

7 Delegation: In this method, the citizens hold the sway and have dominant decision-making authority over a particular plan or program. At this level, the citizens hold the significant cards to guarantee accountability of the program to them as there is constructive negotiation between public and government officials. In case of differences, those in authority need to do the bargaining process rather than respond to pressure from the other end

8 Citizen Control: In this last method of the ladder, the citizens have complete control and do the entire planning, policy making and decision making. Here the citizens are key players of governance as advocated by proponents of participatory development

The eight methods are further classified into three categories: Non-participation, Tokenism and Citizen Power.

A. Non Participation

This includes manipulation and therapy. This is public relations and obligatory exercise meant to comply with regulations. The rationale here is not to enable the citizens to participate but to enable those in authority to ‘educate or cure’ the citizens. In this category, the citizens are ‘not heard but just seen’

B. Tokenism

This is the second category and involves informing, consultation and placation. It involves making an obligatory effort by government officials to involve citizens to give the appearance of equality or to demonstrate minimal public engagement. The public

are enticed into participation but may not influence decision or policies. Here citizen may be heard but their views may not be considered (Akumu and Onono, 2017)

C. Citizen Power.

This is the last category and it includes partnership, delegation and citizen control. The citizens have the power and can influence the direction of a project or a policy. Government officials and the people have equity in decision making and they agree to share responsibility. The citizenry has bargaining power, there is partnership and power can be delegated to citizens, and there are mechanisms to solve pertinent issues harmoniously. In this category, the public are heard adequately and their voice is considered in decision making (Akumu and Onono, 2017)

In a nutshell, Public participation provides medium of communication between the ‘governed’ and ‘those governing’. It’s where the governed get an opportunity to give their views and ideas and by so doing, be able to influence decision-making and policies (Arnstein, 1969). Citizens can only be effective in influencing decisions and policies if only the appropriate methods of public participation are used to engage them. Engaging the public effectively requires a bottom-up approach of participation.

The constitution of Kenya establishes elaborate mechanisms to ensure people are effectively involved in government projects and in the highest methods of participation. Arnstein’s ladder was very crucial in achieving the objectives of this study. The ladder provided a mechanism which the study used in evaluating the methods of participation employed in engaging the public in Ikutha sub-county.

2.2.3 Project Management Cycle

Project management cycle (PMC) is the process of planning, organizing, coordinating, and controlling of project effectively and efficiently from the start to the end in order to achieve pre-defined objectives. PMC entails a series of activities of a project from its conception to its completion. PMC helps in ensuring that implementation of a project is smooth, well-coordinated, efficient and effective, timely and transparent (Nicholas, 2004).

In order for the PMC to be effective in its objective, it has some important characteristics; Consistency helps in guaranteeing quality of the project by ensuring that certain standards are met and maintained throughout the project cycle. Flexibility not only leads to timely adjustments of the project where necessary but also guarantees inclusion of all stakeholders in all the stages of PMC. Transparency ensures completion of the project within budget and time, and also increases efficiency and effectiveness of the project, as well as avoiding conflicts among stakeholders

Several project management scholars and practitioners have different opinions on how many stages a project management cycle has, which differs depending on the type of the project at hand. However there is general consensus among many scholars that most projects can be broken into six different PMC stages; Need identification, Planning and Design, Financing, Project implementation activities, Monitoring and

Evaluation (Kerzner, 2013). Need identification is the first stage of Project Management Cycle and involves identifying the needs of the society in order to come with the appropriate projects to solve the need. The need may be identified through research, proposal by the citizenry or improvement of a previous project or through government program. After identifying the need, an appropriate project is proposed then a feasibility study is done on the proposed project to address viability questions (Nicholas, 2004). This is the most critical stage of a project as a wrongly identified project cannot be assumed to satisfy society's needs no matter how well its implemented, It's therefore paramount to involve the public adequately in this stage as they understand their pressing needs better and definitely they know the right cure for their problem.

Planning and design stage is the second stage whereby the planning of the identified project is done. First a project plan, which will drive and guide the whole project, is drawn. This plan includes Projects objectives and life span, project specifications, larger activities broken into smaller tasks among other aspects. At this stage, projects scope should be clearly looked at and clearly understood by all stakeholders. Project implementers need to analyze the depth and breadth of the project in order to avoid hiccups or misunderstanding with project beneficiaries. The project beneficiaries should always be informed about the project in order to manage expectations and ensure they are abreast to other stages of project implementation. Maximum caution in the project plan must be observed as this stage is very crucial and a slight mistake may cost the whole project. All stakeholders must be involved at this stage in order to ensure

different opinions from different perspectives are taken into consideration in coming up with the plan. The third stage is about financing where issues about costs and financing are discussed and agreed upon. The project cost with specific budget for each item, the source of finances and how the resources are all addressed (Nicholas, 2004).

Project implementation is the execution of the actual project. It's the stage where action is seen and a series of activities done. Here the drafted plan helps in actualizing the project. The implementation stage may include forming a committee to oversee the implementation of the project, creating tasks and organizing workflow, providing necessary guidance, briefing and trainings to the team members (Nicholas, 2004). Involving the host community not only guarantees smooth implementation but also builds trust in the project and also boosts local economy by giving an opportunity to provide local raw materials and local labor

The next stage is monitoring which involves checking on the progress of the project to ensure specifications and standards are being followed. This stage goes side by side with implementation in order to ensure every task however small it is, is on the right track. Moreover, this helps in immediate rectification and changes required to meet the overall goal and objective of the project. Monitoring involves checking quality of work as well managing the budget. To guarantee delivery of what was promised, teams must always monitor tasks to prevent scope creep, calculate key performance indicators and track variations from allotted cost and time. This constant vigilance helps keep the project moving ahead smoothly (Kerzner, 2013)

Evaluation is the last stage of project. Here, teams close a project and deliver the finished project to the community. This is a vital step in the project lifecycle as it allows the team to evaluate and document the project. It also introduces the project to the beneficiaries and users and trains them on how to run the project. Involving the public at this stage ensures transparency and guarantees smooth continuity of the project (Kerzner, 2013).

2.3 Empirical Review

Ariko (2012) examined the anticipated economic impact of devolution on economic growth and development. The study was carried out in Turkana County with an objective to establish the expected impact of devolution of resources on the economic development of the Turkana County. The study got data from 72 respondents using questionnaires. The data was analyzed using descriptive analysis. The study findings indicated that the people of Turkana County expected devolution to promote economic development in the area compared to the previous government decentralizing programs. The study however recommended that local people should be consulted on priority needs in order to ensure development. However the study had a weakness; the number of the respondents was very low for a population of more than one million people

Kariuki and Misaro (2013) investigated Socio-Economic Status and Participatory Development in Kenya. The main objective of the study was to analyze public participation in CDF projects in a case study of Ol Kalau Constituency. The study used quantitative survey research design with a questionnaire as the tool for data collection. The data was then analyzed by use of descriptive and inferential statistics. The study

findings were that public participation was low. The study also found that transparency was very low. The study recommended that CDF projects should be harmonized to local development needs and local citizens be involved in planning projects. The strengths of Kariuki and Misaros' (2013) study is that its findings were relatively more detailed and its conclusions were clear and consistent the findings of this study

Simiyu , Mweru and Omete (2014) did a study on effect of devolved funding on socio-economic welfare of Kenyans, with a case study of Kimilili Constituency. The study used descriptive survey design where 98 respondents' filled questionnaires. The study found that devolved funding played important role in improving socio-economic aspects of the citizens in the local areas. It recommended accountable management of the funds to make them more effective. The study however had shortcomings; its reported findings were unclear and inconsistent with its conclusions

Gathu (2014) analyzed the impact of devolution on economic development potentiality in Kenya using comparative case analysis with studies from Brazil. The adopted Research design was library based, where different materials including books, journals, magazines, newspapers and other electronic sources were analyzed. The study found that devolution had contributed to improved economic development in Brazil and it has potential to improve economic development in Kenya. The study however recommended that constitutional provisions should be followed to the letter to ensure success of devolution. The study however had weakness; its research design was library based which was most likely led to unclear findings and hence incorrect conclusions which cannot be applied in the Kenyan context.

Khaunya, Wawire and Chepng'eno (2015), did a study to investigate the progress of devolution. The study adopted diagnostic approach and was based on desk research where devolution expert's opinions and lessons from other devolved political systems were comparatively analyzed. The study established that indeed devolution had increased stakeholders participation on development. However this study had shortcoming, the research design adopted wasn't clear and the finding was a general statement which needed some further explanations in regard to progress of devolution.

Wamugu and Ogolla (2017) investigated the role of stakeholder's participation on performance of Constituency Development Funds (CDF) projects in a case study of Mathira East Constituency. The study's main objective was to establish role of stakeholder's participation on performance of projects. The study used descriptive research design and quantitative and qualitative data collected and analyzed by descriptive and inferential statistics. The study concluded that stakeholder participation especially at the project initiation stage enhances project performance and therefore recommended strengthened stakeholder participation. Wamugu and Ogolla (2017) study had significant strengths particularly the research design used was most appropriate in achieving the objectives and also the findings were more detailed and clear. However its findings could not answer public participation and accountability questions on devolution

Akumu and Onono (2017) did a study on community participation and sustainability of the Kenya Comprehensive School Health Program in Kajiado County, which sought to specifically evaluate level of participation of stakeholders during the Project Management

Cycle, determine the methods of participation used and analyze the challenges of community participation. The study employed descriptive research design; used primary data collected from 270 respondents and analyzed data both quantitatively and qualitatively. The study found that there was low community participation on school health program, the program used ineffective methods of non-participation and tokenism, and that the challenges of participation included lack of information and training, poverty and high level of illiteracy.

2.4 Overview of the Literature

From the review of previous researches, it's evident that Kenyans expected that devolution will finally deliver socio-economic development to them. Devolution being relatively new concept in Kenya, very few studies had been done on it. Most of the reviewed studies were conducted prior to the commencement of devolution in March 2013 and majored on the anticipated transformation and other devolved funds. Those done on devolved funds had mixed results on public participation and accountability. For instance the study on public participation in CDF projects by Wamugu and Ogolla (2017) indicated that public participation enhances effectiveness of a project while the study by Kariuki and Misaro (2013) indicated public participation as well as transparency in CDF projects was low. These results could not provide sufficient evidence to be used to improve outcome of public projects implemented by county governments. This is because of their inadequacy in showing methods of participation used and ways to improve adherence to accountability systems; and also because the county governments have much strengthened structures like legislative body to oversight its programs unlike CDF. There was therefore a gap on whether public

participation was being adopted, and if it was, what were the methods being used and to what level. There was also a gap on whether accountability systems were adhered to, and if so, to what level.

CHAPTER THREE

METHODOLOGY

3.1 Introduction

This chapter presents a description of the methodology used to achieve the objectives of this study. It presents the research design and theoretical framework used in the study. It also gives the empirical model adopted for the study as well as the definition and measurement of variables. The chapter also describes the data type and sources, collection and how the data was analyzed to meet to the research objectives

3.2 Research Design

The study adopted descriptive research design and utilized both quantitative and qualitative research methodologies. Descriptive research design tries to discover answers to the questions; who, what, when, which and sometimes how (Cooper and Schindler, 2003). Descriptive design was appropriate because the study was dealing with aspects which needed brief description. The study also used this design in order to give a descriptive analysis of the status of public participation and accountability systems. The study used both quantitative and qualitative research methodologies because it involved collection of both quantitative and qualitative data

3.3 Theoretical Framework

The study adopted the project management cycle model, Arnstein's Ladder of Citizen Participation and Accountability theory. The PMC identifies six stages in project management as needs identification, project planning and design, financing, project implementation activities, monitoring and evaluation. Following the model for PMC by

Nicholas (2004), key activities in each of the stages of the project cycle were identified and used in computation of participation index. Arnstein (1969) argues that public participation has eight methods; manipulation, therapy, informing, consultation, placation, partnership, delegation and citizen control, with the first method depicting a low participation and the eighth method depicting a high participation. Arnstein (1969) also argued that participation is classified into three categories; Non-participation, Tokenism and Citizen Power. Non-participation category which comprises manipulation and therapy depicts a non-effective category of engagement since the public are not 'heard' whatsoever even though they participate. Tokenism which comprises Informing, Consultation and Placation depicts a moderate effective engagement of the public, since public views are heard even though there is no guarantee they would be considered in decision making and in policy formulation. The third category of Citizen Power is the most effective method of engaging the public and comprises partnership, delegation and citizen control. The study adopted these arguments and used the methods and categories to develop a framework which was then used to illustrate public participation methods employed by the county government in its projects in Ikutha sub-county.

The study was also based on Accountability Theory by Koppell (2005) who argued that accountability can be measured in five dimensions. In each dimension, a particular accountability issue is addressed as they all perform distinct function but complement each other in ensuring that a project has been accountable. The study used these arguments by Koppell (2005) to develop a framework of five conceptions which were

then used to illustrate adherence to accountability systems and come up with an accountability index which used to rate adherence to accountability systems. The index enabled the study to know the level of adherence to Accountability Systems and helped the study in meeting the third objective

3.4 Empirical Models

3.4.1 Models for Analysing Level of Public Participation

Using framework for PMC, the study identified key activities in each project management stage and applied in developing a model for computing participation index. The study established public participation in each of the various stages of Project Management Cycle, namely; need identification, project planning and design, financing, project implementation, monitoring and evaluation. The results of this participation were then used to measure the overall level of public participation in the projects implemented in Ikutha sub-county. Each stage of the cycle was important and very crucial in ascertaining the level of public participation and therefore was apportioned an equal weight of 0.166. This weight was further split equally among the key activities in each stage and used to come up with a weighted average to calculate Public Participation Index as shown in Table 3.2

Table 3.1 Project Management Cycle

Project Stage	Key Activity	Weight
Need Identification	<ul style="list-style-type: none"> • Proposal development • Sharing of important ideas before the start of the project • Formation of Committee 	<ul style="list-style-type: none"> • 0.055 • 0.055 • 0.055
Project Planning and Design	<ul style="list-style-type: none"> • Pre planning meetings • Knowledge about the project life span • Clear objectives of the project 	<ul style="list-style-type: none"> • 0.055 • 0.055 • 0.055
Financing	<ul style="list-style-type: none"> • Aware of the cost of the project • Knowledge about the budget per activity 	<ul style="list-style-type: none"> • 0.083 • 0.083
Implementation of the Project Activities	<ul style="list-style-type: none"> • Took part in the training • Formed an implementation committee • Took part in the implementation 	<ul style="list-style-type: none"> • 0.055 • 0.055 • 0.055
Monitoring	<ul style="list-style-type: none"> • Involved in follow-ups of project activities 	<ul style="list-style-type: none"> • 0.166
Evaluation	<ul style="list-style-type: none"> • Involved in follow-ups of project activities 	<ul style="list-style-type: none"> • 0.166

Source: Author

Participation index was then computed according to the equation 3.1

$$PPI = \sum_{i=1}^n w_i \beta_i \dots \dots \dots 3.1$$

Where

PPI is the Public Participation Index

w_i is the the weight for each project activity

β_i is the proportion of respondents who reported participation

3.4.2 Models for Establishing Method of Public Participation

The study adopted the Arnestein ladder of public participation as its empirical model.

As discussed in the literature review, the ladder has eight methods representing levels,

which are further divided into three categories, non-participation, tokenism and citizen power. Indicators of each method are as discussed in Table 3.1.

Table 3.2 Methods of Public Participation

Categories of Public Participation	Method of Public Participation	Indicator of Public Participation
Non-Participation	Manipulation	<ul style="list-style-type: none"> Stakeholders attend participation but leaders are the key decision makers
	Therapy	<ul style="list-style-type: none"> Information passed on already planned projects to purposely lobby for support
Tokenism	Informing	<ul style="list-style-type: none"> Project plan is made and announced to the citizens with an expectation of acceptance Information used is top down approach
	Consultation	<ul style="list-style-type: none"> Power holders are consulting the citizens, they are inviting for people's opinions but still no guarantee that their views will matter in decision-making
	Placation	<ul style="list-style-type: none"> Plan presented and questions are invited but change plan only if necessary
Citizen Power	Partnership	<ul style="list-style-type: none"> Elements of negotiation between government, sharing of responsibilities in planning and decision making
	Delegated Power	<ul style="list-style-type: none"> Presence of constructive negotiation between government and citizens
	Citizen Control	<ul style="list-style-type: none"> Stakeholders are key players and their needs are given priority Citizen are key initiators of action

Source: Author

A template of questions was developed to establish existence of use of each method from the members of public from Kitui County.

3.4.3 Models for Accountability

The study used the conception of accountability indicators in coming up with its empirical model. The conceptualization shows that accountability is measured in five dimensions which are critical in analyzing the level of accountability in a project. Each dimension was therefore apportioned an equal weight of 0.2, in computing accountability index to measure the level of accountability on the projects. The conceptions are as presented by Table 3.4

Table 3.3 Conceptualizing of Accountability

Indicators of Accountability	Description	weight
Transparency	County government reveal all the facts of the projects it is implementing	0.2
Liability	County Government or its officials face consequences for their decisions and actions	0.2
Controllability	County government implements projects demanded/requested by the citizens	0.2
Responsibility	County government follow the rules and regulation in the projects implementation	0.2
Responsiveness	County governments meet the citizens expectation	0.2

Source: Author

A template of questions with the five dimensions was developed and respondents were asked to indicate whether their view on the statements using a five-point likert scale.

Accountability Index was then computed using equation 3.2

$$AI = \sum_{i=1}^n w_i \beta_i \dots \dots \dots 3.2$$

Where:

AI is the Accountability Index

w_i is the the weight for each accountability indicator

β_i is the accountability score, obtained by getting a weighted mean score for each indicator

3.5 Definition and Measurement of Variables

Table 3.4 Definition and Measurement of Variables

Variable Name	Definition	Measurement
Public Participation	Public participation refers to County government involving the citizens in its decisions	Measured by a binary response ‘Yes’ or ‘No’ to a statement reflecting participation provided to the respondent
Accountability System	Accountability systems refers to County government adhering to a set of clearly defined standards in implementation of its projects	Measured by the perceived degree of agreement to accountability statement provided to respondents

Source: Author

3.6 Study Area

This study was conducted in Ikutha Sub-County in Kitui County, Kenya. The sub-county comprises of 3 divisions, 7 locations and 26 sub-locations. It has 3 wards, 21 County Villages and has a population of 77,510 (Republic of Kenya, 2014). It is a rural area where people’s main economic activity is subsistence farming, livestock keeping, small-scale trading and commercial irrigation along river Athi.

3.7 Target Population

The study targeted the all the development projects implemented by the county government in Ikutha sub-county in the period 2013-2017. The project committee members, who plan and oversee the implementation of county government’s projects in

each county village were targeted to provide, provided information about public participation and accountability on behalf of the public

3.8 Sampling Technique and Sample Size

The study used multi-level purposive sampling. First, the study chose Ikutha sub-county among the 17 sub-counties. Ikutha sub-county was chosen because despite the county government doing more than 229 projects in the sub-county in various sectors; development standards seemed not to improve much as compared to the status in the other neighboring sub-counties, where significant improvement could be noticed since start of devolution in 2013.

Secondly, purposive sampling was used to have all the project committee members in each county village as the respondents. The sub-county has 21 county villages and each county village has 10 committee members, bringing the total sample size to 210. The sample was distributed across the wards as shown in the table 3.5.

Table 3.5: Sample Size

Ward	No of County Villages	No of Committee Members
Athi	9	90
Ikutha/Kasaala	7	70
Kanziko/Simisi	5	50
Totals	21	210

Source: Author

3.9 Data Type and Source

The study used primary data. Data was collected from project committee members who plan and oversee implementation of county government's projects.

3.10 Pilot Study

In order to test practicability and ensure reliability and validity of the data collection tool, the instruments were piloted from a random sample of 21 respondents (10percent of the whole sample) and thereafter questions modified based on the feedback. The 21 pilot respondents were chosen from Athi ward.

3.11 Data Collection

The study used schedules to collect the required data from the respondents. The researcher asked questions to the respondents and recorded the verbatim answers in the schedule appropriately. The schedule had three sections. Section one had basic information of the respondent such as the location, ward. Section two focused on questions pertaining to public participation and section three majored on questions touching on Accountability as presented in Appendix I

3.12 Data Analysis

The first objective of the study was to determine the level of public participation on Socio-economic developments projects. This objective was achieved by using the collected data to come up with a Public Participation Index. To compute public participation index, each activity had an apportioned weight which was multiplied by the proportion of the committee members who reported participation. The outcomes for the activities in each stage were then added up to get the participation index for that particular stage. Then, the participation indices for all stages were added up to come with aggregate weighted participation index. The index determined the level of public

participation. The index ranges from zero to one, with zero depicting low public participation and one representing a high public participation

The second objective was to establish the methods of public participation and it was achieved by comparisons across the different methods and categories. The study had eight methods of public participation and the responses for each method were analyzed separately, then a comparison for the different methods was done and a further comparison done based on the categories. These comparisons helped bring out the methods of participation used by the county government on Socio-Economic development projects.

The third objective was to analyze level of adherence to accountability systems by the Kitui county government. The objective was achieved by calculating accountability Index on the project. To calculate the accountability index, the study used the five-point likert scale proportion of responses and the apportioned weight. First, a weighted mean score for each indicator was obtained, then the obtained weighted mean score was multiplied by the apportioned weight of 0.2 and the results were then summed up to come up with the aggregate Accountability Index . The index determined the level of adherence to accountability systems. The index ranges from zero to one, with zero depicting low adherence and one representing a high adherence to accountability systems

CHAPTER FOUR

EMPIRICAL FINDINGS

4.1 Introduction

This chapter presents the findings from data analysis, their interpretations and discussions. First response rate was discussed; then descriptive analysis of the collected data was done, and the summary is presented. After which the empirical results on each of the study objectives are presented.

4.2 Response Rate

The study targeted to reach all project committee members in the sub-county. The sub-county has 210 project committee members, spread across the 21 county villages. However, the researcher reached 162 committee members indicating a response rate of 77.14 per cent because the other committee members were not available during data collection

4.3 Summary on Data Collected

The study collected data from committee members of development projects in Kitui County on public participation and accountability systems in development projects implemented by the County government in Ikutha Sub County. Summary statistics on data collected are presented in section 4.2.1 and 4.2.2

4.3.1 Frequency Distribution on Public Participation

The study collected information on how the public was involved in the project at different stages of the project cycle. The stages included; need identification, planning and design, financing, project implementation, project monitoring and evaluation. Respondents provided information on whether or not there was involvement of

members of public in various activities at each stage. The descriptive summary on data collected on public participation at all stages of the cycle was based on frequencies and are presented in Table 4.1

Table 4.1: Responses on Public Participation at Different Stages of the Project Cycle

Project Stage	Key Activities	Public Participation		No Public Participation	
		Number	Percentage	Number	Percentage
Need Identification	Proposal development	143	88.27	19	11.73
	Sharing project ideas	141	87.04	21	12.96
	Formation of committees	64	39.51	98	60.49
Project Planning and Design	Pre-planning meetings	54	33.33	108	66.67
	Knowledge of project life span	59	36.41	103	63.58
	Knowledge of project objectives	75	46.30	87	53.70
Project Financing	Total cost awareness	26	16.04	136	83.95
	Budget per activity awareness	11	6.79	151	93.21
Project Implementation	Training	30	18.52	132	81.48
	Formation of implementation committee	83	51.23	79	48.77
	Involvement in implementation	104	64.20	58	35.80
Monitoring	Follow-up	50	30.86	112	69.14
Evaluation	Follow-up	65	40.12	97	59.88

Source: Computation from research data

The study obtained information on public participation in three elements under project identification. These were proposal development, sharing of project ideas and formation of project committees. From table 4.1, it can be observed that the public were involved more in proposal development and sharing of project ideas, but were less involved in formation of project committees. The less than 50 percent reported public participation in committee formation may signal a situation where members of the project committees do not represent the heterogeneous characteristics of the population in the study area.

Under project planning and design, information was gathered under three important aspects; pre-planning meetings, knowledge of project's life span and knowledge of project's objectives. According to the descriptive summary of the data, more than half of the respondents reported that there was no public participation in all the activities of the stage. The fact that only 33.33 percent of the respondents reported that public were informed in the pre-planning meetings depict that the public didn't adequately acquaint themselves with the projects implemented. It's also a pointer on why 63.58 and 53.70 percent of the respondents reported that public we aren't aware of project's lifespan and objectives respectively.

In financing, data was collected on two activities; knowledge of the total cost of the project and knowledge of the specific budget for each project activity. As table 4.1 shows, more than 83 percent of the respondents reported that there was no public participation and that the public wasn't aware of the total cost of the project while more than 93 percent reported that the public didn't know the specific budget for each project

activity. Their report therefore indicate that the public was not effectively involved in discussing financing otherwise they would be aware of the cost of the project and its specific budget. This present a case where the likelihood of funds being diverted from the project to other uses can be high

Under the implementation of the project, three key activities were considered, public taking part in trainings, public being involved in formation of implementation committee and public taking part in the implementation of the project. As table 4.1 shows, 64.20 percent of the respondents reported that the public was involved in the implementation of the project, which involved provision of local labor and local materials hence improving the local economy. More than 51 percent of the respondents reported that the public were involved in formation of implementation committees, which would suggest that the implementation committee is able to protect the interests of the public. Only 18.52 percent of the respondents reported that the public were involved in training on project implementation and management aspects, and would therefore have low capacity to monitor and evaluate the projects

At the monitoring and evaluation stage, there was only one activity considered, that is, follow-up on the project. On monitoring, more than 69 percent of the respondents reported that public was not involved. These reports suggest that if a shoddy job is done in the project, it would go without the notice of committee members as nobody could raise an alarm. On evaluation of the project, only 40.12 percent of the respondents reported that the public were involved, and this means that public wasn't given an

opportunity to test or gauge the effectiveness of the project yet they were to benefit from it.

4.3.2 Frequency Distribution of Responses on Methods of Public Participation

The study collected data on the methods of public participation on the county government projects. Committee members were requested to indicate the nature of involving the public in various project activities by responding to statements that reflected whether public participation was of the nature of manipulation, therapy, informing, consultation, placation, partnerships, delegation and citizen control. They were required to indicate for each method whether use was ‘always’, ‘sometimes’ or ‘never’. A descriptive summary of the data is presented in table 4.2

Table 4.2: Responses on Methods of Participation

Method of Participation	Responses					
	Always		Sometimes		Never	
	Number	Percent	Number	Percent	Number	Percent
Manipulation	8	4.33	69	42.59	86	53.08
Therapy	52	32.10	36	22.22	74	45.68
Informing	9	5.56	88	54.32	65	40.12
Consultation	21	12.96	67	41.35	74	45.67
Placation	17	11.11	82	50.62	62	38.27
Partnership	24	14.81	61	37.65	77	47.53
Delegation	14	8.64	58	35.80	88	54.32
Citizen Control	17	10.49	47	29.01	98	60.49

Source: Computation from Research Data

As table 4.2 shows, the most prevalent method of participation employed in engaging the public in development projects in Ikutha Sub County was Therapy with 32.10 percent response followed by consultation at 17.28 percent and then partnership at 14.81 percent. More than 60 percent of the respondents reported that Citizen Control, which is the highest level of participation, was never a method of public participation

used in the projects. 54.32 percent reported that delegation which is the second highest was never used. 29.01 and 35.80 percent of respondents respectively, reported that these methods were sometimes used. These reports indicate that in most of project cases, the participation approaches did not effectively take into perspective the roles and decisions of the beneficiary community

4.3.3 Summary of Responses on Indicators of Accountability systems in Development Projects

The study collected data on the indicators of the level of adherence to Accountability systems. Statements were posed to the respondents who were required to indicate their views in a five-point likert scale. The indicators used were; transparency with facts on the project; liability of implementers to the public; controllability of the project decisions; responsibility towards rules and regulations for public projects and responsiveness towards citizen expectations. The summary of the data is presented in table 4.3

Table 4.3: Responses on Indicators of Accountability systems

Indicator of Accountability	Responses In Percentages				
	Strongly Agree	Agree	Fair	Disagree	Strongly Disagree
Transparency	4.32	19.75	30.86	30.24	14.20
Liability	9.26	9.88	18.52	24.07	38.27
Controllability	30.24	31.48	17.28	12.96	8.02
Responsibility	6.79	18.52	25.31	24.69	24.69
Responsiveness	27.16	27.78	23.46	12.96	8.64

Source: Computation from Research Data

Table 4.3 shows, the responses varied across the five different indicators. More than 44 percent of the respondents answered that the public were not getting all the relevant information on the projects being implemented. This is because 30.24 and 14.2 percent of the respondents disagreed and strongly disagreed respectively with the statement. However, 19.75 percent agreed that all the facts of the project were being revealed while 4.32 percent strongly agreed. 30.86 percent were indifferent to the question

On liability, more than 60 percent of the respondents reported that project implementers and government officials were not facing consequences for their actions and outcomes. 38.27 and 24.07 percent of the respondents strongly disagreed and disagreed respectively with the statement that project implementer were facing consequences for their actions. On the other hand, 9.88 percent were in agreement with the statement, 9.26 percent strongly agreed and 18.52 percent being indifferent.

The summary in table 4.3 further shows that, more than 60 percent of the respondents agreed that the County Government was implementing projects requested/demanded by the public, where 30.24 percent respondents strongly agreed while 31.48 percent agreed to the statement. Those who strongly disagreed with the statement were 8.02 percent with 12.96 percent disagreed with it.

On responsibility, the data from respondents indicate that, more than 49percent of the respondents were of the view that County Government were not adhering to relevant laws and regulations when implementing the projects. Only 6.79 percent strongly agreed while 18.52 percent agreed with the statement that rules and regulations were strictly followed on the project cycle.

More than 55percent of the respondents were in agreement that the County government projects met citizen expectations. 27.78 percent agreed and 27.16 percent were strongly agreed. However, 12.96 percent disagreed with 8.64 percent strongly disagreeing and 23.46 percent being indifferent.

4.4 Level of Public Participation in Kitui County Development Projects

The first research objective was to find out the level of public participation on development projects implemented by kitui county government in Ikutha sub-county. This was achieved by calculating the public participation index. To come up with the index, all the stages of the project cycle were apportioned an equal weight, 0.166 which was further divided equally amongst the key activities in each stage. The weight per every activity was multiplied by the proportion of the respondents who reported participation and then the results were summed together to come up with overall Participation Index as in table A.2 in appendix II. The computed participation index by project cycle and overall in projects are as indicated in table 4.4

Table 4.4 Weighted Participation Score by Stage of Project and overall Score

Stage of Project Cycle	Weighted Participation Score
Need Identification	0.1181
Project Planning and Design	0.0638
Financing	0.0189
Implementation of the Project Activities	0.0736
Monitoring	0.0512
Evaluation	0.0666
Aggregate Weighted Participation Index	0.3922

Source: Computation from Research Data

Table 4.4 indicates that the Public Participation Index was 0.3922 which shows that on average the public participation in project decisions, implementation and evaluation was at 39.22 percent. Public participation is the cornerstone of devolution as envisaged in

the Kenyan constitution. It was emphasized in the constitution in order to guard devolution against failures that were witnessed in the earlier versions of decentralization. The main objective of devolution is to involve the public in coming up with sustainable solutions to solve their societal needs and county governments were set up mainly to bring the government closer to the people (Republic of Kenya, 2010).

Involving the public adequately in all project management cycle stages is the surest way to make the project efficient and effective in achieving its objective. The county government is therefore required to involve the public in all its activities and projects. On this note therefore, all the projects implemented by the County Government are required to have 100 percent public participation. The study's finding of 39.22 percent public participation is therefore considered low. The finding is similar to that of Wamugu and Ogolla (2017) which found out that there was no adequate public participation in CDF projects in Mathira East Constituency and urged that there should be adequate involvement of the public in order to enhance project performance. The findings are also consistent with Kariuki and Misaro (2013) which found out that there was low public participation on CDF projects in OI Kalau Constituency

Table 4.4 also shows that stage of need identification had a score of 0.1181 out of a possible of 0.166; the highest score amongst the stages which indicates that public were mostly involved at the identification of the projects implemented. Being the first stage of project, need identification is very crucial as it is at this stage where the implementing agency and government for that matter gets to know the pressing needs of the people and the appropriate project to solve the need. The citizens are supposed to

propose projects and prioritize them accordingly (Republic of Kenya, 2012). Every government or implementing agency should always ensure they get it right at this stage because if fails then the chances of a wrong project meeting the needs of the people are very slim no matter how best it is implemented.

Planning and design stage had a score 0.0638 out of a possible 0.166, less than half, indicating that public were not adequately involved in planning the projects they had identified in the first stage. Planning and design stage is whereby the government or the implementing agency familiarizes itself with host community and creates rapport for the project. It's at this stage where the public gets to know important aspects of the project and where awareness of the project happens. Inadequate public participation at this stage is a panacea to making the project one-party-affair and excludes the community from owning the project

Failure to involve the public adequately at planning and design stage always creates problems for the proceeding stages and this probably explains why only 0.0189 out of possible 0.166 were aware about financing details in the third stage. This is very low and indicates that the public could not question financial matters since they didn't have information about the costs and budget for the projects. The fact that other devolved strategies failed because of lack of participation and accountability, financing details of the county government projects should be available to the public, first to ensure accountability and secondly to create trust for the government

Implementation of the project activities stage had a score of 0.736, the second highest of all the stages and this indicates that public were involved in some activities of

implementation. The public gets an opportunity to know how the project is being implemented, gets to familiarize themselves with the project and how they will operate after handover of the project to the public. It's also at this stage where the public gets to improve their local economy by providing local labor and materials. It's therefore important to ensure public participation is high at this stage

Monitoring had a score of 0.0512 which is very low. This indicates that the public weren't being involved in monitoring the progress of the project and therefore there was a high likelihood of contractor or implementing agency doing shoddy and getting away with it because the public was kept at bay. Monitoring by the public is very crucial as government officials can't always be at the site to inspect implementation, or still they can be compromised.

Evaluation had a score of 0.0666, very low score, which indicates that public participation was inadequate in this crucial aspect of project management cycle. This is the stage where the project is assessed on its working condition, then handed over to the host community for use, and the community takes charge to run the project. Failure to adequately involve the public at this stage may make contractor to handover incomplete project or a project which is not working optimally or not working altogether.

4.5. Methods of Public Participation in County Development Projects in Ikutha Sub-County

The second objective of the study was to establish the methods of public participation. To achieve this, the eight methods of public participation identified in the Arnstein ladder (1969) were grouped into three categories of public participation; Non-

Participation, Tokenism and Citizen Power. The responses from the committee members interviewed were then split into two formations; evidence of participation, if response was ‘always’ or ‘sometimes’, and No evidence of public participation if response was ‘never’. Each method was then considered separately across the two formations to understand how participation was and a comparison across the different methods as well as different categories done. In this consideration, the responses for ‘always’ and ‘sometimes’ meant there was element of participation while responses for Never meant no participation at all. The results are as presented in table 4.5

Table 4.5: Summary of the Methods of Participation

Categories of Public Participation	Methods of Participation	Evidence of Participation	Evidence of No Participation
Non-Participation	Manipulation	46.92	53.08
	Therapy	54.32	45.68
Tokenism	Informing	59.88	40.12
	Consultation	54.31	45.67
	Placation	61.73	38.27
Citizen Power	Partnership	52.46	47.53
	Delegation	44.44	54.32
	Citizen Control	39.50	60.49

Source: Computation from Research Data

According to table 4.5, 46.92 percent of the respondents reported that there was evidence of manipulation. 53.08 percent of the respondents however reported no evidence of this method being used. On therapy, 54.32 percent of the respondents, reported evidence of use. Only 45.68 percent reported no evidence of use of this method. These two methods fall under non-participation category and indicate that less effective methods of Non-participation are being used to a large extend. This suggests a

high likelihood that the public were being duped that they were being involved, but not necessarily being 'heard'.

Under Tokenism, 59.88 percent reported evidence of participation on informing method being used while 40.12 percent reported no evidence of this method's use. 54.31 percent of respondents reported evidence of consultation method, while 45.67 percent reported that it was never used. Placation method had 61.73 percent reporting evidence of use and 38.27 percent reported no evidence of the method being used. Looking at these responses for Tokenism methods, evidence of use was average. The finding indicates that county government involved the citizenry in the projects but there was high probability that major decisions were made without considering the views of the citizens whatsoever.

Citizen Power methods had interesting responses. There was 52.46 percent evidence use of the partnership method but 47.53 percent of respondents reported no evidence of its use. At the method of delegation, 44.44 percent of respondents reported evidence of use, while 54.32 percent reported no evidence of its use. On the highest ladder of participation, only 39.5 percent of the respondents reported that there was evidence of Citizen Control being used as the method of participation with 60.49 percent reporting there was no evidence of participation at the Citizen Control level. Despite these methods of Citizen Power being the most appropriate, the analysis shows that they were the less used methods of participation. This indicates that even though the public might have been involved in participation, their views were rarely considered. Generally, these analyses indicate that the public were not properly engaged as required. According to

the analysis of all the methods of participation and comparing the responses across the different methods and categories, there is high probability that citizenry were not 'heard'; and where they were heard, their views were not considered; and where they were considered, they never influenced decision making. The findings are consistent with Akumu and Onono (2017) which found that the methods used in community participation were the less effective ones of non-participation and tokenism

Comparing this finding to the finding of the first objective, it can be clearly deduced that the method of participation used was non-effective in adequately involving the public in the stages of project management cycle. This probably explains why only 1.89 percent out of possible 20 percent respondents reported that public was aware of the financing of the project. There is also a high probability that by using less effective methods of participation led to a lower public participation index.

The Kenyan constitution and relevant legal provisions require county governments to use methods that guarantee highest level of participation in order to be effective in incorporating citizen views in decision-making (Republic of Kenya, 2010 & 2012). The county government should therefore use more of the methods at the highest strings in the ladder, particularly citizen control, delegation and partnership

4.6 Adherence to Accountability Mechanisms

The third research objective was to determine the level of adherence to Accountability systems. This was achieved by calculating Accountability index. To come up with the index, all the indicators were allocated an equal weight of 0.2. Then, using five-point likert scale and proportion of the responses, a weighted mean score for each indicator

was obtained. The obtained weighted mean score was then multiplied by equal weight of 0.2 and the results were summed up to come up with the aggregate Accountability Index as shown in Table A.4 in appendix III. The summary of result is shown in table 4.6

Table 4.6 Summary of Weighted Accountability Score by Indicator

Indicator Of Accountability	Weighted Accountability Score
Transparency	0.1071
Liability	0.0911
Controllability	0.1452
Responsibility	0.1032
Responsiveness	0.1407
Aggregate Weighted Accountability Index	0.5873

Source: Computation from Research Data

The accountability index is 0.5873 as shown in table 4.6. This means that, on average, adherence to Accountability systems by projects implemented by Kitui County Government was 58.73 percent. Accountability mechanisms enhance effectiveness and efficiency of projects. It ensures that projects meet their objectives adequately. Kenya has tried several strategies since independence, in order to enhance accountability on her programs and realize socio-economic development. Among these, decentralization programs feature prominently. However, all other devolved strategies failed in realizing socio-economic development due to lack of accountability. DFRD, CDF, LATF achieved little majorly because projects were implemented without adhering to accountability mechanisms ((Nyamboga, *et al.*, 2014). It's on this basis that Kenyan constitution set up water tight mechanism to enhance accountability of projects. The County Governments are required to follow these systems to the letter and ensure

maximum accountability of 100 percent in all their programs (Republic of Kenya, 2010 & 2012).

The study's finding that accountability index was 58.73 percent is average and way below required standards of 100 percent and therefore the Kitui county government needs to improve its adherence to accountability systems to achieve the objective of bringing socio-economic development to the Citizens. These findings are in tandem with Simiyu *et al* (2014) which recommended improved accountability on devolved funds. The findings also agree with Kariuki and Misare (2013) which found low transparency on CDF projects.

The indicator score for transparency of 0.1071 percent out of a possible 0.2 is low indicating inadequate access to facts and information about projects and their implementation. Transparency indicator, together with Liability is the main foundations of Accountability. It's a critical tool for good governance and ensuring public organizations are accountable to the public. A public organization is deemed to be accountable if opens itself to regular scrutiny to any interested party for its systems and programs (Kopell, 2005). In a nutshell, an organization that is transparent always reveals all facts about its activities to the public and makes this information as accessible as possible.

The score for liability at 0.0911 out of a maximum 0.2 is very low and indicates that the Kitui County government failed to adequately utilize this liability dimension to ensure accountability for her projects. Liability is simply facing consequences that are attached to the actions, outcomes, results and performance. This dimension not only looks at the

negative but also for positive outcomes. Demotions, sanctions, sackings, being voted out and punished as well as rewarded for good performance, promotions, and bonuses (Koppell, 2005). This dimension is built on the principle that after revelation of facts in transparency, consequence for those facts should follow.

Kitui County government projects adhered to the dimension of controllability up to 0.1452 out of a possible 0.2, indicating relative high score, but still the county government should improve. Controllability is doing the will of the people. Responsible governments always aim to do the will of the people. Democratic governments always listen to her people and develop policies to satisfy the wishes of the public (Koppell, 2005). The Kenyan constitution drafters realized this and emphasized that government must implement projects as requested/demanded the people (Republic of Kenya, 2010 & 2012).

At 0.1032 out of maximum 0.2, the score for responsibility dimension was low and shows that project implementation by Kitui County was below par in following rules and regulations. Governments don't operate in a vacuum; they operate under laws, norms, policies, procedures, guidelines, principles, standards, codes, frameworks and set expectations. Fidelity to these mechanisms is a fundamental indicator of accountability (Kopell, 2005). A government running its programs within the laid down mechanisms and whose projects are implemented considering all the relevant laws and regulations not only inspires confidence but also goes a long way in ensuring the projects are effective in meeting its objectives.

A score of 0.1407 out of possible 0.2 for responsiveness may be well above average, but still falls short of being regarded a success. Therefore the Kitui County Government should aim high and strive to increase its responsiveness of her projects. Responsiveness is basically going an extra mile; going further from not only meeting the demand of the customer but rather exceeding her expectation. Here government is being urged to embrace customer-approach and meet public interest. A project, at its highest level of accountability, ensures it meets public expectations (Koppell, 2005). Under the spirit of the new constitutional order, county governments are expected to always meet public expectations. Their programs and projects are deemed to be effective if they achieve this yardstick.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND POLICY IMPLICATIONS

5.1 Introduction

This chapter presents the summary of the study and conclusions from the findings.

Policy implications and areas for further research are also presented

5.2 Summary

Public participation and accountability are fundamental principles of good governance. The Kenyan constitution provides for public to be involved in project management cycle and the county governments to be accountable in implementing projects. This is in order to ensure that devolution succeeds in achieving its objectives of enhancing socio-economic development. Earlier versions of decentralization programs like DFRD and LATF achieved little due to lack of public participation and non-adherence to accountability systems. To avoid this fate, the constitution and relevant laws provides that people must be adequately be involved in project management cycle and that accountability mechanisms be strictly followed to ensure achievement of socio-economic development. It was therefore necessary to establish whether the Kitui County Government was involving the public in implementing development projects and was adhering to accountability systems as required.

The main purpose of the study was to analyze public participation and accountability systems on County government development projects. The specific objectives were to determine the level of public participation on County Government development projects, establish the methods of public participation on County Government development projects and to examine the level of adherence to accountability systems

on County Government development projects. To meet these objectives, primary data, collected from project committee members in Ikutha Sub-County of Kitui County was used. The study used descriptive research design and the data was analyzed both quantitatively and qualitatively. The study found that public participation was at 39.22 percent, a very low index which cannot guarantee success of devolution and hence achievement of socio-economic development as envisaged might be a tall order. The study also found that the methods of participation mostly used were Non-participation methods. Non-participation methods are the lowest levels of participation, where participation is done purely for conformity and views of citizenry aren't considered at all, and where the government officials are the key decision makers. On Accountability, the study found that level of adherence to accountability system was low, at 58.73 percent. The constitution requires it to be 100 percent and this depicts an average score which should be improved

5.3. Conclusions

The study concludes that there was low level of public participation in projects implemented by the Kitui County Government in Ikutha Sub-County. This is because the study finds participation level of 39.22 percent way below the expected 100 percent. The study also concludes that methods of participation used were not the most effective ones in ensuring views and needs of the public were considered in project implementation by the Kitui county government. This is because only 39.5 percent and 44.44 percent of the respondents reported evidence of using Citizen Control and delegation as methods of participation while 60.49 and 54.32 percent reported no evidence in using these methods respectively. This is in contrast to 46.92 percent and

54.32 percent who reported usage of Manipulation and Therapy respectively. The study also concludes that the level of adherence to Accountability systems was average. This is because of study's finding that accountability index was 58.73 percent, a low index as compared to the required 100 percent.

5.4. Policy Implications

Following the research finding and conclusions, the following policy implications emerge.

First, the county governments should increase the level of involving the public in all the different stages of project management. This is because the study established that level of involvement was very low engage the citizenry adequately in all projects and at all different stages. This will not only enhance efficiency in implementation of the project, but will also ensure the projects solve societal needs and therefore help in achieving socio-economic development. The study recommends improvements in participation specifically on stages of financing, by publicizing the budget and costing; monitoring, evaluation and implementation of project, by involving people adequately; project planning and design, by sharing important information to the public. This will increase level of participation and hence ensure that citizens are 'heard' and their opinions are considered in decision making.

Secondly, participation should involve a constructive engagement where citizens' views are highly considered in decision making. From the findings of this study, it was deduced that the methods of participation used were not the effective ones of Citizen Power but of non-participation and tokenism. Failure to use the most effective methods

often leads to improperly implemented projects. The study recommends that public participation be done using the most effective methods that enable all key stakeholders to be key players in decision making and influencers of project implementation in order to increase efficiency and effectiveness of the projects

Thirdly, this study recommends strict adherence to accountability systems. All the dimensions of the accountability systems are equally important and should be adhered to in order to enhance accountability of the projects. In adherence to this mechanisms however, every stakeholder must actively play their role. The public must be firm in demanding for transparency of projects. They must also be assertive in demanding for liability for county officials who don't do their work as required. Equally important, the County Government must ensure all facts about a project are accessible to the public, consequences for her official's conduct and actions, and rules and regulations are followed when implementing projects. When all this is done, devolution will not only be a success but service delivery will also be enhanced and hence realizing Socio-Economic development will be dreams come true

5.5 Contributions to Knowledge

This study has contributed to closing the gap about public participation and accountability on county government projects. Previously, studies had been done on other devolved strategies and there was knowledge gap on devolution. There was also knowledge gap on methods used in public participation which have been analyzed in this study. The study also provides knowledge on level of adherence to accountability

systems in county government development projects which had not been evaluated in earlier studies

5.6 Limitations of the study and Areas for further Research

The study investigated only projects implemented by Kitui county government in Ikutha sub-county and only on the aspects of public participation and accountability. The study's findings can therefore be used to understand public participation and accountability on other sub-counties in the county in particular and the country at large. However, the study's finding would not give a clear understanding of public participation and accountability on other programs and activities of county governments. This study therefore recommends further studies to be done on why county governments are not adequately adhering to the required public participation and accountability systems to provide information on how these could be improved in the framework of devolution.

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APPENDIX I
DATA COLLECTION INSTRUMENTS

Public Participation and Accountability Systems of Selected Development projects and services implemented by Kitui County Government in Ikutha District in period 2013-2017

Introduction: My name is Nicholas Mutinda. I am a Postgraduate student of Kenyatta University. I am conducting a research on Analysis of Public Participation and Accountability Systems of selected development projects implemented by Kitui county government in Ikutha District in the period 2013-2017. As a citizen/resident of Ikutha District, you are hereby requested to provide information to facilitate the study. The information is required basically for academic purposes and will not in any way victimize you.

A. GENERAL INFORMATION.

1. Name of the respondent

(Optional).....

2. Which Location and Sub-Location do you come from? (Tick where appropriate)

DIVISION	LOCATION	Tick Where Appropriate
Ikutha	Ikutha	
	Kasaala	
Kanziko	Kanziko	
	Simisi	
Athi	Athi	
	Maluma	
	Kalivu	

B. GENERAL INFORMATION ABOUT PUBLIC PARTICIPATION

3. At what stage of the project did the public get involved in? (Tick where appropriate)

PROJECT STAGE	KEY ACTIVITY	YES	NO
Need Identification	Were the public involved in Proposal development?		
	Was there sharing of important ideas before the start of the project?		
	Were the public involved in formation of Committees?		
Project planning and design	Did the public participate in pre planning meetings?		
	Did the public have Knowledge about the project's life span?		
	Were there Clear objectives of the project?		
Financing	Was the public aware of the cost of the project?		
	Did the public have Knowledge about the budget per activity?		
Implementation	Did the public take part in the training?		

of project activities	Was the public involved in forming implementation committee?		
	Did the public take part in the implementation?		
Monitoring	Was the public involved in follow-ups of project activities?		
Evaluation	Was the public involved in follow-ups of project activities?		

4. Indicate your view on the following statements about methods of participation in the development projects implemented in the period 2013-2017 (Please tick where appropriate)

Methods of Participation	Always	Sometimes	Never
Public was put in committees where key decisions makers and advisors were the project leaders/government officials.			
Information was passed on already planned activities			
Project plan was already made and announced and the information was passed to the public by the project leaders			
Project plan was presented to seek for support to facilitate acceptance or give sufficient sanction to plan so that administrative compliance is achieved.			
Project plan was presented in a persuasive manner for administrative compliance			
There was negotiation on the project element, sharing of responsibilities in planning and decision making, plan presented was subject to change			
There was presence of constructive negotiation between community and public/private officials			
All stakeholders are key players in the project and their needs are given priority, initiators of actions			

C. GENERAL INFORMATION ON ACCOUNTABILITY

5. Provide your view on the following statements regarding the project. (Tick where appropriate)

Accountability Indicator	Strongly Agree	Agree	Fair	Disagree	Strongly Disagree
All facts about the project/service have been revealed					
Project implementers faced consequences for their actions and					

decisions					
County government implemented the projects demanded or requested by the citizens					
Rules and regulations were strictly followed during project/service implementation					
The project met citizens expectations and citizens are happy for the project					

Thank you very much

APPENDIX II

FRAMEWORK FOR COMPUTING PARTICIPATION INDEX

Table A.1 Model Structure for Public Participation Index

Project Stage	Key Activity	Activity weight (x), w_i	Proportion of responses for participation	Weighted participation score	Participation index for each stage
$\sum w_i=1$		$\sum w_i=1$	(β_i)	$(w \times \beta_i)$	
Need Identification $w_{i1} = 0.166$	Proposal development	0.055	β_1	$w_1\beta_1$	Index1= $w_1\beta_1 + w_2\beta_2 + w_3\beta_3$
	Sharing project ideas	0.055	β_2	$w_2\beta_2$	
	Formation of committees	0.055	β_3	$w_3\beta_3$	
Project Planning and Design $w_{i2} = 0.166$	Pre-planning meetings	0.055	β_4	$w_4\beta_4$	Index2= $w_4\beta_4 + w_5\beta_5 + w_6\beta_6$
	Knowledge of project life span	0.055	β_5	$w_5\beta_5$	
	Knowledge of project objectives	0.055	β_6	$w_6\beta_6$	
Financing $w_{i3} = 0.166$	Total cost awareness	0.083	β_7	$w_7\beta_7$	Index3= $w_7\beta_7 + w_8\beta_8$
	Budget per activity awareness	0.083	β_8	$w_8\beta_8$	
Implementation of the Project Activities $w_{i4} = 0.166$	Training	0.055	β_9	$w_9\beta_9$	index4 = $w_9\beta_9 + w_{10}\beta_{10} + w_{11}\beta_{11}$
	Formation of implementation committee	0.055	β_{10}	$w_{10}\beta_{10}$	
	Involvement in implementation	0.055	β_{11}	$w_{11}\beta_{11}$	
Monitoring $w_{i5} = 0.166$	Follow-up on monitoring	0.166	β_{12}	$w_{12}\beta_{12}$	Index 5= $w_{12}\beta_{12}$
Evaluation $w_{i6} = 0.166$	Follow-up on evaluation	0.166	β_{13}	$w_{13}\beta_{13}$	index 6 = $w_{13}\beta_{13}$

Public Participation Index	Index1+index2+index3+index4+index5+index 6
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Source: Computation from Raw Data

Table A.2 Computed Public Participation Index

Project Stage	Key Activity	Activity weight, w_i	Proportion of responses for participation (β)	Weighted participation score ($w \times \beta$)	Participation index for each stage
$\sum_{i=1}^n w = 1$		$\sum w_i = 1$			
Need Identification $w_{i1} = 0.166$	Proposal development	0.055	0.8827	0.0485	0.1181
	Sharing project ideas	0.055	0.8704	0.0479	
	Formation of committees	0.055	0.3951	0.0217	
Project Planning and Design $w_{i2} = 0.166$	Pre-planning meetings	0.055	0.3333	0.0183	0.0638
	Knowledge of project life span	0.055	0.3641	0.0200	
	Knowledge of project objectives	0.055	0.4630	0.0255	
Financing $w_{i3} = 0.166$	Total cost awareness	0.083	0.1604	0.0133	0.0189
	Budget per activity awareness	0.083	0.0679	0.0056	
Implementation of the Project Activities $w_{i4} = 0.166$	Training	0.055	0.1852	0.0101	0.0736
	Formation of implementation committee	0.055	0.5123	0.0282	
	Involvement in implementation	0.055	0.6420	0.0353	
Monitoring $w_{i5} = 0.166$	Follow-up on monitoring	0.166	0.3086	0.0512	0.0512
Evaluation $w_{i6} = 0.166$	Follow-up on evaluation	0.166	0.4012	0.0666	0.0666
Public Participation Index					<u>0.3922</u>

Source: Computation from Raw Data

APPENDIX III
FRAMEWORK FOR COMPUTING ACCOUNTABILITY INDEX

Table A.3 Model Structure for Accountability Index

Accountability Indicator	Weight (wi)	Strongly Agree (a)	Agree (b)	Fair (c)	Disagree (d)	Strongly Disagree (e)	$y = a + b + c + d + e$	$\beta = y/5$	Weighted mean score
Transparency	0.2	a1	b1	c1	d1	e1	y1	β_1	$\beta_1 \times w_1$
Liability	0.2	a2	b2	c2	d2	e2	y2	β_2	$\beta_2 \times w_2$
Controllability	0.2	a3	b3	c3	d3	e3	y3	β_3	$\beta_3 \times w_3$
Responsibility	0.2	a4	b4	c4	d4	e4	y4	β_4	$\beta_4 \times w_4$
Responsiveness	0.2	a5	b5	c5	d5	e5	y5	β_5	$\beta_5 \times w_5$
Accountability Index = $\{(\beta_1 \times w_1) + (\beta_2 \times w_2) + (\beta_3 \times w_3) + (\beta_4 \times w_4) + (\beta_5 \times w_5)\}$									

Source: Computation from Raw Data

Table A.4. Computed Accountability Index

Accountability Indicator		Strongly Agree (a)	Agree (b)	Fair (c)	Disagree (d)	Strongly Disagree (e)	Y(a+b+c+d+e)	β (Y/5)	$\beta \times x$
	Weight (x)								
Transparency	0.2	0.0432×5	0.1975×4	0.3086×3	0.3024×2	0.1420×1	2.6786	0.5357	0.1071
Liability	0.2	0.0926×5	0.0988×4	0.1852×3	0.2407×2	0.3827×1	2.2781	0.4556	0.0911
Controllability	0.2	0.3024×5	0.3148×4	0.1728×3	0.1296×2	0.0802×1	3.629	0.7258	0.1452
Responsibility	0.2	0.0679×5	0.1852×4	0.2531×3	0.2469×2	0.2469×1	2.5803	0.5161	0.1032
Responsiveness	0.2	0.2716×5	0.2778×4	0.2346×3	0.1296×2	0.0864×1	3.5186	0.7037	0.1407
Accountability index								<u>0.5873</u>	

Source: Computation from Raw Data

33	1	1	1	0	0	0	0	0	0	0	0	0	0	2	1	0	0	0	0	0	2	1	3	1	2
34	1	1	1	1	1	0	1	0	0	0	0	0	1	2	1	1	1	1	1	0	0	1	2	1	1
35	1	1	0	1	1	1	0	0	0	1	1	1	1	1	2	1	1	1	1	1	4	5	4	4	5
36	1	1	1	1	1	1	0	0	0	0	0	0	0	0	1	2	1	0	0	0	2	1	4	3	4
37	0	0	0	0	0	0	0	0	0	1	1	0	0	2	1	1	1	1	0	0	0	2	1	2	1
38	1	1	0	1	1	1	0	0	0	0	1	0	0	1	2	1	1	1	0	0	0	3	3	2	3
39	1	1	1	0	0	1	0	0	0	0	1	0	1	1	2	1	1	0	0	0	0	1	1	3	1
40	1	1	0	1	1	1	0	0	0	0	0	0	1	0	0	0	0	1	2	1	1	3	1	4	3
41	1	1	1	0	0	1	0	0	0	0	1	0	1	0	0	0	1	2	0	0	0	2	2	3	1
42	1	1	1	0	0	0	0	0	0	0	1	0	1	1	1	1	2	1	0	0	0	3	2	4	2
43	1	1	0	0	0	1	0	0	0	0	1	1	1	0	0	1	2	1	1	0	0	2	3	2	3
44	1	1	1	0	0	0	0	0	1	1	1	1	1	1	2	1	1	0	0	0	0	3	1	4	1
45	1	1	1	0	1	1	0	0	1	1	1	1	0	1	1	1	1	1	1	1	2	3	2	5	2
46	1	1	1	1	1	1	0	0	0	1	1	0	1	0	0	0	0	0	1	2	1	3	1	4	2
47	1	1	0	1	1	1	0	0	1	1	1	1	1	0	0	0	1	2	1	1	1	4	3	4	4
48	1	0	0	1	0	0	1	0	0	0	0	0	0	1	1	2	1	1	0	0	0	2	3	4	3
49	1	1	1	1	0	0	0	0	0	0	0	0	1	0	0	0	0	1	2	1	0	3	2	4	1
50	1	1	0	0	0	1	0	0	0	0	1	0	0	1	2	1	1	0	0	0	0	2	2	1	2
51	1	0	0	0	0	0	0	0	0	0	0	0	0	1	2	1	1	1	0	0	0	2	1	4	2
52	1	1	0	0	1	1	0	0	0	0	0	0	0	0	1	1	2	1	0	0	0	1	1	4	2
53	1	1	1	1	1	1	1	1	1	1	1	1	1	0	0	0	0	0	1	2	1	4	5	5	4
54	1	1	0	1	0	1	0	0	0	1	1	1	0	0	1	1	2	1	1	0	0	2	2	3	1
55	1	1	0	0	0	1	0	0	0	1	1	0	0	0	0	0	0	0	1	2	1	3	5	5	3
56	1	1	0	0	0	0	0	0	0	0	0	0	0	1	2	1	1	1	0	0	0	2	1	4	1
57	1	1	0	0	0	0	0	0	0	0	0	0	0	1	2	1	0	0	0	0	0	1	1	3	1
58	1	1	0	0	0	0	0	0	0	0	1	0	0	1	1	1	1	1	2	1	1	3	3	4	3
59	0	0	0	0	0	0	0	0	0	0	0	0	0	2	1	1	0	0	0	0	0	2	2	2	1
60	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2	0	0	0	0	0	0	1	1	1	1
61	1	1	1	0	0	0	0	0	0	1	1	0	1	0	0	0	1	2	1	1	1	2	2	4	2
62	0	1	0	0	0	1	0	0	0	0	1	0	0	1	2	1	0	0	0	0	0	1	1	2	1
63	1	1	1	0	0	0	1	0	0	1	1	0	1	1	2	1	0	0	0	0	0	2	1	2	2
64	1	1	0	1	1	1	1	1	1	1	1	1	1	0	0	1	1	1	2	1	1	4	3	2	3
65	1	1	0	0	0	0	0	0	0	1	1	1	0	1	2	0	0	0	0	0	0	1	1	3	2
66	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	2	1	1	2	1	5	3
67	1	1	0	0	0	0	0	0	0	1	1	0	0	1	2	1	0	0	0	0	0	3	2	4	1
68	1	1	0	0	0	1	0	0	0	0	1	0	0	0	0	0	0	1	1	2	1	3	5	5	3
69	1	1	0	0	1	1	1	0	0	1	1	1	1	0	0	0	0	0	1	2	1	4	5	5	5
70	1	1	0	0	0	0	0	0	0	0	0	0	1	1	1	1	2	1	0	0	0	3	2	3	4
71	1	1	1	0	0	0	0	0	0	1	1	1	1	0	0	0	0	1	2	1	1	4	3	4	3
72	1	1	0	0	1	1	0	0	0	1	1	0	1	0	0	0	0	1	2	1	0	3	3	5	4
73	1	1	1	0	0	1	0	0	0	0	0	0	0	0	0	0	1	1	1	2	1	2	3	4	3
74	1	1	0	0	0	0	0	0	0	0	0	0	0	1	2	1	0	0	0	0	0	1	1	2	1
75	1	1	0	1	1	1	0	0	1	1	1	0	1	1	1	2	1	0	0	0	0	3	1	4	4
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77	1	1	1	0	0	1	0	0	0	1	1	0	1	0	0	0	0	2	1	0	2	3	5	3	3	
78	1	1	1	1	1	1	1	1	1	1	1	1	1	0	0	0	0	1	1	1	2	3	2	5	3	5
79	1	1	1	1	1	0	0	0	0	1	1	0	0	0	0	1	2	1	1	0	0	3	2	4	2	3
80	1	0	0	1	0	1	0	0	0	0	0	0	0	1	2	1	1	0	0	0	0	2	1	2	2	3
81	1	1	0	1	1	1	0	0	0	0	1	1	0	0	0	0	1	2	0	0	0	2	1	4	4	4
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86	1	1	1	0	0	0	0	0	0	0	0	0	0	1	2	1	0	0	0	0	0	2	1	2	2	2
87	0	0	1	0	1	1	0	0	0	0	1	0	0	1	2	1	1	0	0	0	0	1	1	1	1	1
88	1	1	0	0	0	1	0	1	0	1	1	0	1	0	0	0	2	1	0	0	0	2	1	5	3	4
89	1	1	1	0	1	1	0	0	0	1	1	1	0	0	0	0	1	2	1	1	1	4	3	5	5	5
90	1	1	1	1	1	1	0	0	1	1	1	0	1	0	0	0	0	1	1	2	1	3	1	4	2	4
91	1	1	0	0	0	1	0	0	0	1	1	0	0	0	0	0	0	1	2	1	0	3	4	4	4	3
92	1	1	0	0	0	0	0	0	0	0	0	0	1	1	1	1	2	1	0	0	0	2	1	3	2	3
93	0	0	0	0	0	0	0	0	0	0	0	0	0	1	2	1	0	0	0	0	0	1	1	2	1	2
94	1	1	1	1	1	1	1	0	0	1	1	1	1	0	0	0	0	0	0	1	2	4	3	5	4	5
95	1	1	0	0	1	1	0	0	0	0	1	0	0	0	0	0	0	1	2	1	1	4	3	5	4	5
96	1	1	1	1	1	0	0	0	0	1	1	1	0	0	0	0	0	1	2	1	1	3	4	5	5	5
97	1	1	1	0	0	0	0	0	0	1	1	0	0	1	1	1	1	2	1	1	1	4	2	4	3	4
98	1	1	0	0	0	0	0	0	0	0	0	0	0	1	2	1	0	0	0	0	0	2	1	4	2	3
99	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	2	1	1	0	0	0	1	1	1	1	3
10 0	1	1	1	1	1	0	0	0	1	1	1	1	1	0	0	0	0	2	1	1	0	3	3	5	1	5
10 1	1	1	0	0	0	0	0	0	0	1	1	0	1	0	0	1	1	2	1	0	0	2	2	4	2	4
10 2	0	0	0	0	0	0	0	0	0	1	1	0	1	0	0	1	2	1	0	0	0	2	1	2	1	3
10 3	1	1	1	0	0	0	0	0	0	0	1	0	0	0	0	0	2	1	1	0	0	4	3	4	3	4
10 4	1	1	1	1	1	0	0	0	0	0	0	0	1	1	1	1	1	2	1	0	0	2	2	3	1	3
10 5	1	1	0	0	1	1	0	0	0	1	1	0	1	1	2	1	0	0	0	0	0	4	2	4	3	4
10 6	1	1	1	0	0	0	0	0	0	0	0	0	0	0	0	1	1	2	1	0	0	3	3	4	1	4
10 7	1	1	1	0	0	1	0	0	0	1	1	1	0	1	1	2	1	0	0	0	0	2	4	5	2	5
10 8	1	1	1	1	0	0	0	0	0	0	0	1	0	0	0	0	1	2	1	1	1	4	5	5	4	4
10 9	1	1	1	0	0	0	0	0	0	1	1	1	0	1	2	1	0	0	0	0	0	3	3	3	2	4
11	1	1	0	0	0	0	0	0	0	0	0	1	1	0	0	0	0	1	1	2	1	3	2	4	4	5

13 3	1	1	0	0	0	0	0	0	0	0	0	0	0	0	1	2	1	1	1	1	1	1	2	2	4	3	4
13 4	1	1	0	1	1	0	0	0	0	1	1	0	1	1	1	2	1	1	1	0	0	3	2	4	1	4	
13 5	1	1	1	0	0	1	1	0	0	0	1	1	1	0	0	0	0	0	1	1	2	4	5	5	5	5	
13 6	1	1	1	1	1	0	0	0	0	1	1	1	1	0	0	0	0	0	1	1	2	5	5	5	5	5	
13 7	1	1	0	0	0	0	0	0	1	1	1	0	0	0	0	1	2	1	1	0	0	3	1	4	3	3	
13 8	0	1	0	0	0	1	0	0	0	0	1	0	0	1	2	1	1	0	0	0	0	1	1	2	1	1	
13 9	1	1	0	1	1	0	1	0	0	1	1	1	1	0	1	1	1	2	1	1	1	3	4	5	3	4	
14 0	1	1	1	1	1	0	0	0	0	0	1	0	1	1	2	1	1	0	0	0	0	1	1	3	2	3	
14 1	0	0	0	0	0	1	0	0	0	1	1	1	0	1	2	1	0	0	0	0	0	1	1	1	1	2	
14 2	1	1	0	0	0	1	0	0	0	0	0	0	0	1	2	1	1	0	0	0	0	1	1	3	2	3	
14 3	1	1	1	0	0	0	1	0	0	1	1	0	0	0	0	1	1	1	1	1	2	5	4	5	3	5	
14 4	1	1	1	1	1	1	1	1	1	1	1	1	1	0	0	0	0	1	1	1	2	5	5	5	5	5	
14 5	1	1	1	1	1	1	1	0	1	1	1	1	1	0	0	0	0	0	1	2	1	2	4	5	5	5	
14 6	1	1	0	1	1	0	0	0	0	1	0	1	0	0	0	1	1	1	1	1	2	3	2	4	4	5	
14 7	1	1	0	1	1	0	0	0	0	0	0	0	0	0	0	0	1	2	1	1	4	3	5	4	5		
14 8	1	1	0	0	0	0	0	0	1	1	1	1	0	0	0	0	1	1	2	1	1	3	2	4	1	4	
14 9	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1	2	1	1	0	0	0	3	2	2	1	2	
15 0	1	1	1	1	1	1	0	0	1	1	1	1	1	0	0	0	0	0	1	1	2	5	5	5	5	5	
15 1	1	1	1	0	0	0	0	0	1	1	1	0	0	0	0	1	2	1	0	0	0	2	1	3	2	3	
15 2	1	1	1	0	0	1	0	0	0	0	0	0	0	0	0	0	1	2	1	1	1	4	1	5	3	5	
15 3	1	1	0	1	0	0	1	1	1	1	1	0	1	0	0	0	0	1	1	1	2	3	5	5	4	5	
15 4	0	0	0	0	0	0	0	0	0	0	1	0	0	1	1	1	2	1	0	0	0	2	2	3	2	3	
15 5	1	1	0	0	0	0	1	0	0	1	1	0	0	0	0	0	1	1	1	1	2	2	2	5	3	3	

